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CONTENTS

The President's Page.....	CHRISTOPHER CRITTENDEN	227
Modern Records Management.....	EMMETT J. LEAHY	231
The Archival Program of Wisconsin.....	CLIFFORD L. LORD	243
Have You Seen?.....		253
The Archival Program of Pennsylvania.....		
.....	HENRY HOWARD EDDY	255
Technical Topics		
The Microphotography of Current Court Records.....		
.....	DANIEL F. NOLL	267
The Scholar's Interest in Personnel Records.....		
.....	ALMON R. WRIGHT	271
The Archivist's Book Shelf		
Air Conditioning as a Means of Preserving Books and Records.....	FRANCIS KEALLY AND HENRY C. MEYER III	280
Cartographic Record Filing in the National Archives.....		
.....	J. FRED WINKLER	283
Review of Books:		
<i>Records Management in the United States Government, a Report with Recommendations, prepared for the Commission on Organiza- tion of the Executive Branch of the Government</i> , by Emmett J. Leahy	MARTIN P. CLAUSSEN	286
<i>The English Archivist: A New Profession</i> , by Hilary Jenkinson.....		
.....	CHRISTOPHER CRITTENDEN	290
<i>The State Historical Society of Wisconsin, A Century of Service</i>		
.....	DAVID C. DUNIWAY	291
<i>Thirteenth Annual Report of the Archivist of the Hall of Records, State of Maryland, 1947-48</i>	SHERROD EAST	292
<i>Annual Report of the Public Archives Commission, State of Dela- ware, 1947-48</i>	LUCY E. WEIDMAN	293
<i>El Indice del Archivo Del Tribunal del Consulado de Lima</i>		
.....	ROSCOE R. HILL	294
<i>Guide to the Lancashire Record Office</i> , by R. Sharpe France.....		
.....	H. B. FANT	294
<i>Records for the Control of Growing Manufacturing Enterprises</i> , by Paul F. Lawler.....	HERBERT O. BRAYER	296

<i>Third Report of the Saskatchewan Archives, 1947-48</i>	CARLTON C. QUALEY	297
<i>Third and Fourth Annual Reports of the Curator, Collection of Regional History, Cornell University, 1946-48</i>	ELIZABETH CLARKE KIEFFER	298
<i>Report of the Department of Archives and History of West Virginia, 1946-48</i>	LEON DE VALINGER, JR.	298
<i>Ninth Annual Report of the Archivist of the United States on the Franklin D. Roosevelt Library, 1947-48</i>	HUGH M. FLICK	298
<i>Storage of Microfilms, Sheet Films and Prints, by Eastman Kodak Company</i>	GUST SKORDAS	299
<i>The Preservation of Historical Records in Solicitors' Offices, by Sir William Ll. Davies</i>	PHILIP C. BROOKS	299
<i>Survey of the Recorder of Deeds Office, Philadelphia, Pa., by Thomas Amelia</i>	FRANK W. PRESCOTT	300
<i>Report of Survey on the Office of the Prothonotary, by Thomas Amelia</i>	FRANK W. PRESCOTT	300
<i>Twenty-Second Biennial Report of the North Carolina Department of Archives and History, 1946-48</i>	KENNETH F. BARTLETT	301
<i>The Eric Norden Collection: An Inventory</i>	KENNETH F. BARTLETT	301
<i>Interim Handlist of Somerset Quarter Sessions Documents and Other Official Records</i>	ELISABETH G. KIMBALL	302
News Notes		304

The President's Page

By CHRISTOPHER CRITTENDEN

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IN this first issue of *THE AMERICAN ARCHIVIST* under Mr. Trever's editorship, there is included a new feature, the "President's Page." Such a feature, I understand, has been under consideration for some time, but for various reasons has not been initiated. It is hoped that it will prove worth while and of interest to the members of the Society and to other readers of our journal.

In the conduct of the affairs of any organization it is inevitable that the officers, whose duty it is to handle the routine business and to meet the various problems that arise, should be kept better informed than is the membership at large. Ordinarily there is no secret about any of this; it is simply a fact that somebody has to do the job and that the task naturally falls to the officers who are chosen for the purpose. Much of the routine is tedious, and in many cases those who have to deal with it would be just as happy if they could turn it over to someone else.

Be that as it may, it would appear to be the duty of the officers to make every effort to keep the membership informed as to what is going on. In all too many organizations there develops a feeling that control is in the hands of a ring of "insiders" who handle things pretty much to suit themselves. If such conditions exist in other societies, certainly it is my hope that they will never be so in the Society of American Archivists. I have long believed that in any organization, governmental or otherwise, insofar as practicable, the will of the majority should be carried out.

Fortunately, our own Society from the beginning has operated according to democratic procedures and practices. If the officers have not carried out the policies approved by the membership, the latter has not hesitated to express its disapproval, and in no uncertain terms. Ours has been an outspoken group, and I hope that it will continue to be so. Perhaps that explains, in part, why there has never been any sharp cleavage between the officers and the membership at large.

The "President's Page," however, represents an effort to bring about even closer coördination between the two groups by keeping the membership more closely informed. Comments and suggestions, particularly as to topics that might be of interest if covered in this feature, will be appreciated.

The separate conventions of the Society of American Archivists in Quebec and of the American Association for State and Local History in Burlington, Vermont, this September will mark a new departure. Always, since the latter organization was established, the two have met at the same place, either with the sessions of one following immediately after those of the other, or else with the sessions interspersed during the entire period, together with a joint session of both. Having been a founding member of the Society of American Archivists, and also having played a small part in the establishment of the American Association for State and Local History, I happen to have at hand certain background information on this subject that may be of interest.

When the American Association for State and Local History was launched in 1940 (as the successor to the old Conference on Historical Societies), the Society of American Archivists, which already had been in existence for four years, was firmly established and able to stand on its own feet. The American Association for State and Local History, however, had yet to take its first tentative steps, and no one could be certain how strong it would be. It represented a somewhat heterogeneous assortment of institutional members, consisting of state and local historical societies and archival and manuscript agencies, together with individual members, including college and university professors of history, staff members of historical societies, archivists, amateur historians, and others. To tie these divergent elements together was the problem of the founders of the new Association. Since there was considerable overlapping in the membership of the American Association for State and Local History and the Society of American Archivists, it was believed that for the two to meet together would be of advantage to both — and, in the beginning at least, especially to the American Association for State and Local History. The necessary arrangements were made, therefore, and the first coördinate session was held in Hartford in the fall of 1941. Thereafter such sessions were held every year through the Raleigh meeting of 1948.

It was felt by many members of both groups that the arrangement was one of mutual advantage. The attendance was probably

larger for each than it would have been at a separate meeting, most features of the programs of both were of interest to the members of the two organizations, and the longer total sessions were more worth while than would have been a single shorter meeting of only one group — and some persons would not have been able to attend both sessions if held separately.

Some sentiment developed in the American Association for State and Local History, however, that it might be well to break away, or at least to make a partial break. The Society of American Archivists is designedly a professional organization, while the American Association for State and Local History includes a large number of non-professionals. One of the major purposes of the Association is to serve this latter group, and some have felt that this phase of the program has not been adequately developed. In meetings with the Society of American Archivists, professional and often technical topics have tended to be emphasized and, if I understand correctly, it was the desire to change this situation that led to the decision of the American Association for State and Local History to meet separately this year. Lest there be any misapprehension, however, it should be said that there was no ill feeling whatsoever in this connection, and that the decision was reached on the most friendly basis by all concerned.

The new arrangement will not represent a complete break. The two meetings will be held in the same general area and the tentative timing, which will have been made final by the time this is published, will make it possible to attend both, one after the other. We can see how things work out this year. Later, if it seems advisable for the two organizations to continue to meet separately, they can do so. But, on the other hand, there is nothing to prevent their holding coördinate sessions again in the future.

Speaking of conventions, those of some larger organizations are on such a mammoth scale that I must confess I feel bewildered and lost when I attend them. The number of persons present is so large and there is such a diversity of interests, with currents and cross-currents, that one cannot begin to keep up with all that is going on. Usually half a dozen or more sessions are in progress at the same time, so that, as in the case of a gigantic circus, it is impossible to follow everything at once. Drove of persons surge through the hotel lobbies and corridors like crowds at a major athletic event. I have never enjoyed meetings on such a scale, and I attend them only because of a sense of duty.

The conventions of the Society of American Archivists and the American Association for State and Local History, however, are different. The number in attendance is not overpowering, only one session is held at a time, and there is a unity of interest that makes for a common understanding. From the beginning, the group gets down to practical matters and the discussions are usually to the point and informative. There prevails a spirit of good fellowship and camaraderie, for most of those in attendance have known one another for a good many years and are glad to get together again for both official and personal associations. Most of us look forward to these meetings from year to year and are glad when the time rolls around for the next one.

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Modern Records Management¹

By EMMETT J. LEAHY

National Records Management Council

SINCE record making and record keeping are indispensable tools of management, and recorded experience is one of our greatest national assets, management, the archivist, the analyst, and the historian have a vital stake in the fact that modern record making is in a dangerous flood stage.

Management is primarily concerned with the high cost of mass record making and record keeping which increases overhead and, in private enterprise, raises the break-even point and decreases profits. Records in great volume are less accessible and less practical to use. The management of records in such volume is in itself a problem.

Archivists and curators of manuscripts are confronted with a volume of modern records far exceeding any actual and projected capacity of their storage areas. A policy of highly limited accessions is forced upon them. The volume of records which are accessioned is such as to require the development of wholly new types of finding media supplanting the classical inventories and calendars of former generations of archivists.

Historians and analysts are overwhelmed by the sheer volume of modern records as materials for research and investigation. Heretofore, access to records was only incidental to a research project. In modern times, finding and mastering the required records is a project in itself. Management, particularly in private enterprise, is at best reluctant to make its records available for research. It is wholly disinclined to establish a project of record searching and assembling to assist the investigator.

CURRENT TRENDS IN THE MANAGEMENT OF MODERN RECORDS

The four essential elements in the management of records have not changed in modern times. They are still: (1) The day to day

¹ This review and appraisal of modern records management was prepared by the author as a part of the prospectus for the National Records Management Council submitted to the Social Science Research Council by its Records Management Committee consisting of Thomas C. Cochran, New York University, Chairman; Arthur H. Cole, Harvard University; Roy Nichols, University of Pennsylvania; Jackson Hutto, Guaranty Trust Company; and Emmett J. Leahy, then of Remington, Rand, Inc. It was later issued in processed form, slightly longer than the present version, by the Interagency Records Administration Conference.

function of record making and record filing; (2) records of value must be preserved; (3) records preserved must have the physical facilities and finding media to provide access to them; and (4) the experience contained in records must be drawn upon and put to work.

But the day to day function of record making and record keeping has undergone a technological revolution resulting in a mass production of records. Records of value can now be preserved only by aggressive, planned destruction of the vast majority of duplicated or transitory records; the records preserved require large scale, specialized storage facilities and new techniques, including mechanization in the preparation of finding media; and there is both a new premium and a greatly increased difficulty in turning to our national advantage the experience embodied in the essential core of modern records.

The traditional solution of records depositories, whether public archives, business and institutional records centers, or historical societies, no longer in themselves suffice. The financial means and physical capacity of such depositories are hopelessly inadequate as a single device to cope with the volume of modern records.

The solution of modern problems in records management must therefore be in and by the operating agencies of management. Any solution must capitalize on: (1) management's engineering in the mechanization, specialization, and duplication of record making and record keeping; (2) the archivist's modern science in selective records preservation, planning, equipping, and administering large scale and specialized facilities for the maintenance of and access to records, and the development of new techniques in finding media; and (3) the historian's science in organizing, evaluating, and interpreting recorded experience.

The extraordinary effectiveness of dovetailing management's engineering and the archivist's and the historian's science into a concentrated attack on the mass and costs of modern records in an operating agency is dramatically illustrated by our own Navy's records management program. Experienced management engineers, trained archivists, and qualified historians have pooled their talents since 1941 to give the Navy: (1) a most conservatively estimated savings of close to \$25,000,000 in record making and record keeping; (2) a reduction of the Navy's records to a small, manageable, and accessible percentage of the total; and (3) an invaluable body of experience by putting to work the resulting usable records

through the nucleus of a new development which might best be described as a Management Reference Service.

The Navy's experience has been freely drawn upon by the Army, the Maritime Commission, the Atomic Energy Commission, and other Federal agencies, as well as by Westinghouse in industry, with proportionately excellent results. But these records management programs are only the exceptions which prove the extraordinary effectiveness of such programs and the urgent need for their widespread application to private enterprise, institutions, and state and local governments.

For want of some medium to bring together more rapidly and more effectively the engineering of management and the science of the archivist, the historian, and the analyst, there are significant trends in each of the essential elements in records management.

RECORD MAKING AND RECORD KEEPING

Management on its own and from material pressures from within is undertaking increasing measures to apply a form of birth control to unnecessary record making. Staff and consulting methods analysts and management engineers are widely engaged in effecting economies through the studied elimination of (a) unnecessary record making and (b) the unnecessary filing of papers which must be created or received in the regular course of business.

In the last decade intensive specialization in records management has extended to controls on record making and record keeping. Records engineers, influenced to varying degrees by the objectives of the archivist and the historian have been highly successful in making such controls pay off with startling economies to management.

It is not enough that the archivist, the historian, and the analyst give their unsolicited *nihil obstat* to these attacks on unnecessary record making. It can be readily conceded that a record which need not be created for the purposes of management cannot legitimately be expected by the archivist, the historian or the analyst. There is little danger on this score, therefore, but there is a substantial loss in the degree of potential gain because there is not available to management the valuable help and guidance the archivist and the historian have to give. Proof of this are the practical examples cited.

SELECTIVE RECORDS PRESERVATION

Management is also undertaking widespread measures to destroy or schedule the earliest possible destruction of records which

must accumulate in the regular course of business. Experience of the last fifteen years has proved that duplicated or transitory records run as high as ninety-five percent of the total in public agencies and as high as ninety-eight percent of the total in private enterprise.

Management, the archivist, the historian, and the analyst all have an urgent interest in reducing masses of records to the small and manageable percentage of the total which comprises our essential recorded experience. Such a reduction is essential to economical management of modern records, to ready access to the experience recorded therein, and to the pressing requirement that we draw more extensively on that experience.

But aggressive and widespread destruction of records is a comparatively recent development and presents a critical problem. Any destruction of records must provide maximum insurance that the essential core of recorded experience in the fraction of modern records is preserved. Such insurance is adequate in the Federal Government and some state governments. No such insurance is provided for in many state governments. No provision whatever exists to protect, preserve, and use the essential records of American private enterprise.

The National Life Office Management Association in the early nineteen thirties was one of the first management societies or trade associations to assign an increasingly prominent role to some kind of selective records preservation in the programs of their annual meetings and in the work projects of their research groups. Similar societies and associations have followed suit almost without exception. Two of the latest are the study attempted by the National Office Management Association and the study completed by the American Bankers Association.

Professional societies quickly recognized the need for selective records preservation and the dangers of aggressive records destruction. Committees and study groups were assigned to the problem by the Society of American Archivists, the American Historical Association, and the Economic History Association. The Business Historical Society published an excellent pamphlet on the subject in 1936. Volunteer groups, such as the New York Committee on Business Records, have contributed to the limit of their restricted time and facilities. These efforts have not succeeded, however, in pooling with the requirements of management the professional archivist's criteria and techniques for selective records preservation and the historian's science in the identification, evaluation, and interpretation of recorded experience. Management must be pre-

vailed upon to utilize the archivist's experienced counsel and the historian's expert training. Some means or vehicle to promote and provide such counsel and training must be devised.

RECORDS MANAGEMENT CENTERS

Records overflow, once relegated to marginal office space, cellars, attics or out buildings, now is in such volume as to require and to justify sizable, specialized facilities. Planning, constructing, equipping, and administering such facilities for records storage involve substantial costs but return tangible savings many times greater than costs. Properly planned and located records storage areas equal only fifteen to twenty-five percent of the cost of office space, marginal or otherwise. Suitable records storage equipment yields two and one half to three times the capacity of equipment required for current records. Assembled records mean savings up to seventy-five percent in the cost of personnel for reference.

If records storage centers are records management centers in the full sense of the phrase, economies and benefits are multiplied. The archivist's criteria and techniques for selective records preservation combined with a tight inventory control annually eliminates as high as one third of the total records stored in the center. The centers thus serve as giant sieves, sifting out the duplicated and transitory records as fast as they have fulfilled their usefulness. The archivist worthy of the name promptly develops appropriate finding media to the resulting core of records and anticipates the requirements of management, the analyst, and the historian by insuring that the experience recorded in such records is or can be readily withdrawn.

A network of such centers has been developed by the Navy since 1941. An even larger network was later established by the Army. Other Federal agencies followed suit. In industry the Metropolitan Life Insurance Company, Westinghouse, and the Denver, Rio Grande and Western Railroad have established records management centers in the full sense of the phrase. The Archives of Standard Brands is also noteworthy.

These centers are extraordinarily effective in making substantial savings. But if the counsel of the professional archivist and historian are not injected into their management there is no insurance that the essential core of records will be preserved, made available, and the experience recorded therein put to work. For lack of such insurance, such centers can be and are a new threat to the preservation of our recorded experience.

Some agency or means must be devised to provide expert training and experienced counsel in the planning and administration of records management centers and sponsoring the establishment of many more such centers. The lack of such means is depriving the management of state and local governments, private enterprise, and institutions of both a very substantial savings and a vastly more effective body of records.

PUTTING OUR RECORDED EXPERIENCE TO WORK

Evidence is mounting of a new appreciation of the importance of turning to our advantage the invaluable experience recorded in the essential body of modern records. This is a healthy, mature, and reassuring sign. An overriding example is the impressive Records of the War Administration Project. This project, established by the Federal Government early in the War at the request of President Roosevelt, attempted to capture our essential experience in the conduct of World War II. The extent to which it was successful is already indicated by the valuable studies now being published. It is regrettable that this project was limited to the war period and that some agency, such as the National Archives, does not make its way clear to carry on the program.

A comparable and a continuing project for American private enterprise would be invaluable. Such a worthwhile goal, moreover, is attainable. Proof of this is the encouraging results already obtained by the New York Committee on Business Records and the Lexington Group of historians. But the membership of both of these groups is voluntary and necessarily part time. A full time sponsoring agency with comparatively little funds is needed. Such a project is so large that of necessity, like the Records of the War Administration Project, the operating agencies, in this case industry, must be and can be prevailed upon to bear the great bulk of the cost.

A vice president of the SKF Company recently argued most convincingly in the *Journal of Accountancy* that recorded experience is a corporate asset — as much of a corporate asset as plant, equipment, and inventory. Wesley Mitchell, Chairman of the Board of the Mutual Life Insurance Company, wrote in 1946:

Any business enterprise . . . can make a genuine contribution to the history of its times if it will let some competent writer use its records candidly. . . . American historians have paid scant attention to business enterprise . . . (and) the basic explanation lies in the secrecy in which business men long shrouded

what they thought of as their private affairs. . . . A historian who appreciated the role played by business and wished to make it clear was baffled. . . . So the nation that entrusted its welfare most unreservedly to business enterprises has known little about the conduct of these agencies. . . . A combination of developments is now making secretiveness old fashioned — partly pressures from without, partly consciousness within that good business means good service and that the people served are entitled to know how affairs are managed. . . . Business men must win public confidence because of their integrity, efficiency and fairmindedness. . . . The first desideratum is to practice these virtues; the second is to make the practice known.

The clincher to Mr. Mitchell's argument is the fact that the Mutual Life Insurance Company sought the services of a professional historian, put its records at his disposal, and gave him a free hand in using them as his judgment dictated. Similar studies, completed and in process, are only forerunners of the great volume of experience we must draw upon and put to work in the management and analysis of private enterprise as the constituent element in the American form of capitalism.

A new awareness of the value of recorded experience on the part of business and industry is being turned to advantage by public relations consultants and professional writers. Accomplished in selling their services, such consultants and writers produce many more company anniversary volumes and puff stories than professional historians produce in the way of scientific company or industry histories.

In this the public relations consultants, writers, management, and professional historians all lose. Such consultants and writers have little stomach for the research, amateur or otherwise, incident to an anniversary publication or company history. Management receives nothing remotely approximating the scientific and objective work obtainable from a professional historian. The professional historian in turn receives nothing he can contribute to the stream of American history and our reservoir of national experience.

It is possible and desirable, however, for the public relations consultant, the writer, management, and the historian each to gain. Each must be prevailed upon to have basic research undertaken by a professional historian who is a scientist in organizing, evaluating and interpreting experience. Management thus puts to work one of its assets. The consultant and writer has a vastly more able job of research from which he can easily prepare puff stories, institutional advertising, and popular articles. The experience is added by the historian to the stream of American history.

Such teamwork, producing a superior product, has already been reviewed to a limited extent with business leaders and public relations executives; to that extent the reaction has been uniformly favorable. It remains for some agency to bring the three together as one phase of a larger effort to draw widely on our national experience. Meanwhile, we have the salutary effects of the Economic History Association, the Business Historical Society, and the Business History Foundation. The response is encouraging and augurs well for the results obtainable from the concentrated efforts of a full time agency rendering tangible services in each of the elements in modern records management.

MODERN REQUIREMENTS IN RECORDS MANAGEMENT

These trends point up the fact that the records engineering of management and the science of the archivist and the historian must be brought into single focus. Furthermore, this single focus must be achieved within and at the expense of the operating agencies of management. Such a program is much too large in scope to be supported solely by an educational or philanthropic institution with any degree of the effectiveness required.

That this is possible, despite the past isolation of the scholarly archivist and historian from the pressures, the pace and the complexities of operating agencies of management, is proved by recent outstanding instances of effectively merging these interests. In addition, the increasing number of cases wherein management has solicited the expert assistance and experienced counsel of the archivist and the historian is significant. The same is true of the successes registered by the archivist and the historian, acting individually or in groups and on a voluntary and part time basis, in putting their objectives across to management.

Such cases, however, are the exceptions which prove what can and should be done rather than an answer to more than a fraction of the problem. They do indicate that a full time institution serving management, the archivist, and the historian is the key that fits the lock. The content of a program for a full time institution to meet the modern requirements of records management consists of education, expert assistance, and facilities.

EDUCATION

The first requirement is a broad program of education and information directed not only at management and management's records personnel, but also at the archivist and the historian. Management little appreciates the full function and potential contribu-

tion of the archivist and the historian. The archivist and the historian as a rule are, in turn, baffled by management and records engineering and wary of the important contributions they can make thereto. Selected mediums of promotion and education and a clearing house can close this breach.

Qualified personnel with specialized skills in records management and with an understanding of the objectives and requirements of management, of the archivist and of the historian must be provided. The nucleus of such personnel is available in the several hundred who have demonstrated their competence in the records management programs already referred to in government and industry. It is noteworthy that these several hundred specialists converted their previous training or experience to the requirements of records management in a reasonable period of time. Their previous training or experience for the most part was in the fields of public or business administration, archival science or history.

Additional qualified personnel can be provided by (a) prevailing on a reasonable number of universities and business schools to present well planned and ably directed courses in records management and promoting attendance to such courses; (b) offering qualified personnel to government and industry to conduct in-service and on-the-job training in records management; and (c) developing a large group of young records management specialists by apprenticeship to experienced personnel serving in a consulting capacity to government and industry. Such training by its nature should be or should rapidly become self-sustaining. In addition to personnel with special skills in records engineering, more archivists and historians can be developed to serve management through: (1) Formal educational channels; and (2) internship with experienced seniors.

EXPERT ASSISTANCE AND EXPERIENCED COUNSEL

The expert assistance and experienced counsel that management requires and that can be supplied include: (1) Records engineers expert in the application of controls to the mechanization, specialization and duplication in record making and record keeping; (2) archivists experienced in criteria and techniques of selective records preservation, in planning, equipping, and administering large scale records storage facilities, and in the development of new forms of finding media; and (3) historians competent in identifying, organizing, and interpreting recorded experience.

Private enterprise, government, and institutions annually pay out millions of dollars to consulting management engineers and

office equipment companies for assistance and counsel in records management. The fees paid to one company alone is very close to one million dollars each year. This in itself is proof of management's pressing need for help.

The management engineering firms and office equipment companies have for the most part an excellent reputation for quality service. They also have had outstanding success in selling their services. Their strength, however, is in the day to day function of record making and record keeping. Their weakness is in criteria and techniques for selective records preservation and in the identification, organization, and utilization of the essential core of recorded experience in a body of records.

Similarly, public relations consultants and writers are successfully selling management increasing numbers of company or organization "histories" and anniversary writings. These publications fall far short of the potential gain, were the basic research completed by a social scientist.

The provision of a balanced service in records management in the full sense must supplement, guide, and where feasible, participate in the work of these management engineering firms, office equipment companies, public relations consultants and writers. Their selling power, financial resources, or prestige defy outright competition. Moreover, most of these interests have regularly responded to programs which improve or enrich their own services, benefit their clients, or contribute to our national well being.

There is both a demand and an avenue of supply, therefore, for expert assistance and experienced counsel in the full concept of records management. There are several hundred specialists including records engineers, archivists, and historians now qualified. A panel of over one hundred who are available has been compiled. Key panel members have already committed themselves to part time service with pay on leave of absence from their present assignments or to full time service as required. Apprenticeship to such specialists and an educational program would assure an ample body of additional trained personnel. Such expert assistance and experienced counsel by its nature and because of the scope required must achieve a self-sustaining status within a reasonable period of time.

FACILITIES

Records management centers for storing, servicing, analysing, and weeding records are a major requirement. Such centers are needed at two levels; at a government, company, and institutional

level, and at a general purpose level. A government, whether state or local, a large company, or a substantial institution will unquestionably profit from the establishment of its own records management center or centers of appropriate size, in a suitable location and under qualified supervision.

A great many companies and institutions, because of their location, size, or character, require a general purpose records management center in their locality in which they can deposit their records for storage, servicing, analysis, and weeding. Such general purpose centers must be wholly self-supporting from charges for services rendered. By the character of these centers, charges for services rendered would be less than actual costs would be, were it practical or desirable for a company or institution to establish comparable facilities. In the operating agencies of management, an increasing number of organizations must be prevailed upon to add one or more permanent staff members qualified to cope with current requirements in records management.

A key requirement of modern records management is a new institution to undertake an educational program, to provide experienced counsel and expert assistance, and to encourage and assist in the establishment of records management centers. Such an institution should conform to the objectives and requirements of management, of the archivist, and of the social scientist. Its policy making body and directing authority, therefore, should represent and serve in the common interests of these three groups. It should serve as a source and a clearing house for qualified personnel and for technical data on records management, archival science, and historical research in the operating agencies of management.

The services of this kind of an institution are of such character that costs, therefore, can and should be borne by management which profits most tangibly therefrom. Only initial financial support from the foundation is a requirement. Ultimately, and three years seems a reasonable estimate, the institution should be wholly self-supporting.

Of necessity the institution must render its services on a non-profit basis. Otherwise there would be an irresistible pull toward those of its services which appeal most obviously or most strongly to management and as a result return the most revenue. This would be the records engineering services stripped of the interests and objectives of the archivist and the historian. Moreover, the standards of the archivist and the historian would be exposed to irresistible pressures in the reach for a better profit position.

CONCLUSION

Records management's modern requirements of education, experienced counsel, and facilities are not, and apparently cannot be met, by existing organizations. The National Records Management Council, located at 100 Washington Square East, New York City 3, is administered on a non-profit, educational, and service basis, and has a highly practical program with an extraordinary potential of achievement. This potential is limited only by management's capacity to sustain services which yield large economies in records management and a more usable body of records. At the same time, management, scholarship, and our people are assured for the first time of an effective means for increasing and insuring the preservation of our recorded experience and for organizing, evaluating, and interpreting that experience. This is a basic contribution.

The National Records Management Council launched a somewhat restricted program in December, 1947. At that time, the writer resigned from Remington Rand, Inc., to undertake the full time direction of the Council's activities. The Council's most important project to date was the direction of a "task force" reviewing records management in the Federal Government, and recommending improvements and economies. This "task force" was one of twenty-three established by former President Hoover's Commission on Organization of the Executive Branch of the Government. The writer directed this project. An associate member of the council, Mr. J. P. Brennan, is serving as consultant to the United States Atomic Energy Commission for the management and disposition of records of contractors to the commission, including such companies as duPont, General Electric, and Stone & Webster. Mr. Brennan is also consultant on the application and use of micro-filming in the program of the Commission. There has been an active interest and a most encouraging response from such companies and institutions as the Westinghouse Electric Corporation, the Denver and Rio Grande Western Railroad, E. I. duPont de Nemours, the Standard Oil Company of New Jersey, New York University, American University, and the American Association of Medical Social Workers.

The Archival Program of Wisconsin¹

By CLIFFORD L. LORD

*State Historical Society
of Wisconsin*

WISCONSIN enters its second century of statehood with a new and long overdue public records act.² Passed by the 1947 Legislature, it gives the state a modern, stream-lined archival program, which earlier this month completed its first full year of operation. It comes as the culmination, for the time being at least, of over forty years of spasmodic interest and agitation.

The problem of public records is obviously older than the state itself, originating in one sense in the beginnings of French administration, and in another — more germane to this discussion — in the establishment of American courts and counties in the early years of the 19th century, yet it was not until the first decade of the present century that the problem began to attract any serious attention. In 1905, in the series of studies of state records sponsored by the Public Archives Commission of the American Historical Association, the late Carl Russell Fish, assisted by a young man named Solon J. Buck, prepared the survey of the Wisconsin archives. These investigators found that, contrary to popular impression, the fire which had destroyed the state capitol in 1904 had not occasioned any substantial loss of important records, but had introduced a further element of confusion in already malorganized files. Coupled with the lack of method which at times had characterized the handling of earlier records and the frequent changes of filing classifications, this made it, Fish admitted, "difficult to follow the administrative history continuously." He added, in terms all too familiar, that "the road would often seem blind without the assistance of some old clerk who relies on memory rather than method."³

Fish at the time was a member of the board of the State Historical Society, which just four years before the fire, had moved

¹ Paper read at the twelfth annual meeting of the Society of American Archivists, Raleigh, N. C., October 29, 1948.

² 1947 *Wisconsin Statutes*, ch. 44.08, 44.09.

³ Fish, C. R., "Report on the Public Archives of Wisconsin," American Historical Association, *Annual Report*, 1905, 1:378.

from the capitol to its present building on the lower campus of the University of Wisconsin. It is neither surprising to find him suggesting the Society as a logical archives depository for the state nor to note that organization, under the leadership of its scholarly superintendent, Reuben Gold Thwaites, furthering the campaign for an archival program under the supervision of the Society.⁴ Ensuing discussion bore quick fruit in the passage by the 1907 Legislature of a rather curious records act, modelled on the contemporary law of Kansas. Permissive rather than mandatory, this act simply allowed the head of any state department or agency to place any or all of his non-current records with the Society. The Society was given no authority to sort out or destroy any portion of these records, but was obligated, in one of those classically split infinitives characteristic of so much American law, "to carefully catalog" and index them.⁵ Fortunately for the Society, in view of its perpetual space problem, few departments took advantage of this unrestricted opportunity to rid themselves of their non-current records. Collections were received from the Treasury Department, together with the Civil War records of the Adjutant General's Office, and a number of smaller groupings, but in general the Society's open-handed and potentially disastrous generosity was not imposed upon.

In addition, the Legislature from time to time passed laws permitting the automatic destruction of some eighty-five types of records after a specified retention period of from one to fifty years. Some of these records, while no longer of administrative use to the department of origin, were of definite historical value. Some agencies lacked authority to destroy any records. Others had all too broad authority. Still others at practically every session introduced bills to allow them to destroy specific blocks of records. It is no reflection on the Legislature to note that its members had neither the time nor the professional training to consider anything but the administrative value of these records, which presumably was at an end. Despite the public hearings required by law on all Wisconsin bills, the Legislature usually had nothing but the word of the department concerned as to the value of the records or the advisability of their destruction. The public records situation therefore deteriorated rapidly. Fish had found the archives reasonably intact in 1905. They were no longer so a generation later.

After the initial flurry of the first decade of the present century,

⁴ Wisconsin Historical Society, *Proceedings*, 1906, 36-38; 1907, 38-39.

⁵ *Wisconsin Laws of 1907*, ch. 88.

interest in an effective records program waned until the later days of the Historical Records Survey. The promising negotiations and planning initiated in response to the facts of archival life uncovered by the Survey were unfortunately interrupted by a change of state administration and the later advent of the Second World War.

Three factors contributed materially to the formulation of the 1947 legislation. The first was the concern of the director of the State Bureau of Purchases over the waste of office space and filing equipment involved in housing vast quantities of state records, many of which could be assumed to be of little value. At the very least, such records could be microfilmed and the originals destroyed with substantial savings of space and equipment. The second was the concern of the State Historical Society over its responsibilities for state records, implied as well as specified, under existing legislation. The third, and most influential, was the concern of the late Governor, Walter S. Goodland, over the condition of the public records as evidenced by the fifty-year old loss of the state's original copy of its own constitution, a matter which was forcibly called to his attention by the approach of the state's centennial. He called for a modern archives program in his address opening the centennial observance of the Society in October 1946 and followed this in January with a suggestion to the Legislature that the situation receive careful study. The following month he called on the Society to formulate a records program, and on receipt of the Society's proposals convened a meeting of interested departmental heads. From this session emerged the bill which subsequently passed both houses of the Legislature with but one dissenting vote as part of the administration's legislative program.

The new act establishes a permanent Committee on Public Records, consisting of the attorney-general, the state auditor, and the director of the State Historical Society, or their designated representatives. These three men are charged with safeguarding the interests of the state — legal, financial, and historical — in its public records. The Committee is placed by law under the State Historical Society, which is designated as the official depository for the state archives. To this committee the Legislature has delegated full authority to pass on *all* requests for the destruction of public records. To it every state department or agency must apply for permission to destroy or otherwise dispose of any public records. Through it the archival agency participates in — indeed directs — the destruction of non-current records of little value as soon as they have served their administrative function. Public records are very

broadly defined by the act as "all records, documents, correspondence, original papers, files, manuscripts or other materials bearing upon the activities and functions of the department or agency or its officers or employees."

The initiative in starting proceedings for the destruction or disposition of non-current records lies entirely with the department of origin. The head of that department must file with the Committee on Public Records an application in duplicate listing the number and type of records he wishes to be rid of, certifying that the records are no longer of administrative value to the department and may, in his judgment, be disposed of. Without this certification and the accompanying inventory, combined for efficiency on a single one-page records disposal form, the Committee has no power to act. This policy of depriving the Committee of the initiative was deliberately adopted to obviate any possible friction with other departments over what might appear to them to be an unwarranted interference with intra-departmental affairs. It should not weaken or unduly delay the assembling of a comprehensive state archives collection.

Once this certification is received from the department of origin, however, the powers of the Committee are unlimited — except that it must protect the state's legal, financial, and historical interests. It can approve the immediate destruction of the records. It can permit the originating agency to microfilm and then destroy the originals. It can order the applicant to retain the records until completion of an audit or a pending court case. It can order one disposition for one part of the records covered by an application, another for other parts. It can direct the department to transfer the really valuable records to the State Historical Society for permanent preservation. In practice, upon receipt of certification, the records involved are inspected and evaluated by the Society's archivist, Mr. Jesse Boell, or his assistant. The Committee meets about once a month, having seen the applications in advance, hears the archivist's report and recommendations, and takes action. No records are ordered destroyed without the unanimous approval of the Committee. If any member of the Committee feels that the records have permanent value, be it legal, financial, or historical, or that they should be held temporarily for legal or financial reasons, or that they should be more closely inspected, the Committee orders their retention either temporarily or permanently. Both copies of the records disposal form are signed by all three Committee members. One is put in the permanent Committee records.

The other is returned to the department as its authorization to do whatever the Committee has directed.⁶

This relatively simple procedure produces a number of interesting by-products. Not only does the archival body participate directly in the destruction of records of little value, but through the preliminary screening by the Society's archivist and the final screening by the Committee, it is possible to separate important from unimportant material prior to its transfer to the permanent state archives, thus substantially reducing by advance elimination this part of the potential workload of the Society's archives division. By putting the archivist in direct personal touch with the departmental records administrators, it introduces the possibility of suggesting more effective records management, thus reducing the accumulation of archives at the source. That this aspect is no pipe dream has already been amply proved in practice, which may be taken as at least tentative proof of the wisdom of not inserting in the law the right or duty to undertake such "interference." The Committee's effectiveness in records management is enhanced by the fact that the state auditor is legally responsible for proposing to the departments more economical and efficient methods of keeping their fiscal records. With the state auditor already on the Committee on Public Records, close, informal, and effective liaison on fiscal records administration is an almost inevitable result. Finally, the interest of the present state administration in efficient records keeping and in solving space difficulties of the various departments by records elimination has been instrumental in making the work of the archivist in this field effective. The system is informal, but it promises to work well.

The wisdom of putting the archives under an existing historical agency, already amply demonstrated elsewhere, has not been questioned in Wisconsin. With only one agency in this field, the possibility of disputes between a public records group and the state historical agency over what records should be saved and what destroyed is eliminated. In a state which, like most others, permits its chief officials to clear their offices of most records when their terms expire, no controversy can arise between the archives and the Historical Society as to which are public and which are private and which belong to which institution. Public and private papers of the Wisconsin public servant can be catalogued and indexed according

⁶ For detail on inventory work sheets, registers of job dispositions, and Kardex control files, see *Annual Report of the Committee on Public Records, 1947-48*, Wisconsin State Historical Society mscpt., pp. 8-9, prepared by J. E. Boell.

to the same system and ultimately housed in the same building — to the obvious convenience alike of the official, the public, and the scholar.

The Committee has unanimously eschewed the establishment of schedules authorizing the automatic destruction of records such as are being widely adopted in the Federal Government. Having full power over the destruction of records, the Committee is conscious that it is in a position of considerable responsibility, having been delegated a power formerly the exclusive prerogative of the Legislature. It is quite aware of the delicate fact that it may unwittingly authorize the destruction of certain documents which may someday be needed in a court action yet unborn, or the discovery of an embezzlement still unsuspected. It is keenly aware that its embarrassment in such a situation would be considerably more poignant had it delegated its powers of destruction to still another agency, the one which would be most interested in eliminating any such incriminating documentation. Instead, by recent action it now requires the department of origin to answer certain questions on the records disposal form. Has authority previously been received from the Committee to destroy material of this type? If so, when and under what code number? Has there been any change whatever in the content of this type of record since the last authorization from the Committee? Do the files involved contain any letters of complaint or other material directly bearing on any possible financial or legal controversy? Obviously, this system is not fool-proof, but the answers to these queries — particularly the last — appearing over the signature of the head of the department, would be presumptive evidence of the Committee's having acted in good faith, and would place the primary responsibility where it clearly belongs, with the head of the originating agency. At the same time this procedure facilitates the work of the Committee in much the same manner, if not to quite the same degree, as would schedules.

The present law has several weaknesses. One possible flaw is that it does not make it either crime or misdemeanor for an official or public employee to destroy public records without the consent of the Committee. A flagrant violation would presumably facilitate amendment of the law in this respect.

Another is that the repeal of earlier statutes governing the destruction of records, implied by passage of the new law, has been held by the attorney-general to be inoperative in those cases where the Legislature had previously fixed a definite retention period.⁷

⁷ Wisconsin, Attorney-General, *Opinion*, June 8, 1948.

Consequently, it is now necessary for the archivist to check each disposal application for existing legislation on retention periods, and for the Committee in many instances to order records of little or no historical interest preserved for the specified period, even though the department of origin has already certified that they are no longer of administrative utility. A bill for the specific repeal of this conflicting and obsolete legislation is being prepared for the 1949 Legislature so that the Committee shall have in fact the unlimited discretion with which the Legislature intended to endow it.⁸

Still another weakness is that it applies only to state records. To date, the omission of county or municipal records has been deliberate, and reflects the desire of the Society, already manifest in the provisions for screening the records prior to their transfer to the archives, to avoid biting off more than it can chew. The sponsors of the present act saw no point in taking on the vast additional responsibilities for such records until the state records have been put in order. This extended jurisdiction must come eventually, but not for some years. Meanwhile, however, the archivist has been in consultation on an informal basis with both county and municipal groups on records problems, looking, among other things, toward reviving the pre-war program sponsored by the Historical Records Survey in this state for the establishment of regional fire-proof depositories for records of these categories.⁹

Perfectionists among us may regret our failure to write into the law specifications as to the type of ink, ribbons, and paper which must be used if public records are to survive to the ripest possible age. We were deeply concerned with the practical matter of getting a workable law established, and — cowards that we were — deliberately shunned restrictions which unquestionably would have jeopardized the passage of the act.

Despite these flaws in the law — none of which has yet proved serious — the Committee in its first full year of operation has passed on one hundred and sixty-five departmental requests, authorized the destruction of 8,707 cubic feet of records, which if retained would have filled approximately 1,450 four-drawer, letter-size filing cabinets, occupying approximately 12,000 square feet of

⁸ This legislation has since been enacted as part of Chap. 52, *Laws of 1949*.

⁹ Chap. 52, *Laws of 1949*, also permits the establishment of local or regional depositories for such records under the direction of a county or local historical society, a county historian, a public library, public museum or similar agency. Title to such records is vested in the State Historical Society; custody is given the local or regional depository.

floor space. It has ordered the retention of 2,313 cubic feet, a retention ratio of approximately twenty-one percent.¹⁰ In assessing these figures, it must be remembered that the Committee was acting only on records which were certified to be no longer of administrative value.

Up to this point I have carefully avoided the question of what the Society does with the records passed on to its archives by the Committee. The unhappy fact is that the Society at present has no room in its building for these records. This is due partly to the fact that the Society has — on a temporary basis — housed in its building the general library of the University of Wisconsin for the last forty years, and both institutions have far outgrown the quarters allotted to each at the beginning of the present century. Indeed, a recent survey by a special Legislative committee came to the distressing conclusion that the Society now has, in its library, museum and archival collections, more than enough material to fill the entire present building even if the University library no longer occupied some forty percent of the total floor space.¹¹ But a new library is still said to enjoy its twenty-five year-old top priority in University building plans, and the Society is actively trying to win an early and high priority on the state building program for a substantial addition to its present plant. It has been both reassuring and alarming to find that back in 1914, when the physical capacity of our building was identical with that of today, one of my predecessors, Milo M. Quaife, was already urging the erection of a separate building to house our rapidly growing newspaper and public documents collections and to care for the state archives.¹² Our prospects of securing larger quarters should have improved in the intervening thirty-four years, though the same threat of international involvements which ultimately helped scuttle Quaife's program menaces ours today. Limited emergency storage facilities have been secured in the attic of one University building and the basements of the capitol and state office building, but the pressing lack of space continues. Yet this may prove to be a well-disguised blessing, as it unquestionably serves to deter other state agencies from pressing the Committee on Public Records to service an undigestable quantity of material which would involve it in the difficulties which

¹⁰ *Annual Report of the Committee on Public Records, 1947-48*, State Historical Society of Wisconsin msct., p. 5.

¹¹ Report of the Special Joint Committee to Investigate the Feasibility of Expanding the Facilities of the State Historical Society, October 9, 1948, in *Report of the Legislative Council*, vol. 1, pp. 43ff., (1948).

¹² Wisconsin Historical Society, *Proceedings, 1914*, p. 52-58.

have beset one or two of our sister agencies in the past. In the interim, until space for the archives becomes available, a definite effort is being made to have our archivists arrange and the departments of origin box the permanently valuable records in such a manner that when the time comes to transfer them to the State Historical Society, the move can be effected with a minimum of further physical work.

The long experience of the Society in handling historical manuscripts has been urged by Thwaites and each of his successors for over four decades as good and sufficient reason for entrusting the state archives to the Society. Our experience in this field stems back to the days of Lyman Copeland Draper, the peripatetic, indefatigable, and highly successful collector of the documentation of the conquest of the trans-Alleghany west. The papers gathered by Draper, now being microfilmed, constitute one of the noted collections of manuscripts in the country. His work has been carried on by his successors, until the collections of the manuscript section today number well over 800,000 items, plus 3,844 bound volumes and 96 microfilm reels.¹³ Each collection of papers as it is accessioned is carefully checked, cleaned, repaired, and arranged — usually in chronological order. A brief summary or inventory sheet is then prepared in duplicate. One copy is filed with the collection; the other is filed with the section's controls. Each collection is shelved according to its date of receipt, there being, in our opinion, no equally satisfactory method of caring for the constant expansion of this department. Each collection is catalogued by subjects, donor, and major author, with notation of date of receipt as an accurate key to its shelf location. Each catalog card refers the researcher to the proper inventory sheet for other prominent names appearing in the collection. The inventory sheets thus become an all important and much appreciated supplement to the card catalog, reducing the size of the catalog and giving the user more data than ordinarily would be possible on cards alone. The manuscripts are filed flat in dust proof manuscript boxes which are shelved horizontally. While there are arguments in favor of vertical filing with which this audience is all too familiar, the effective way in which previously folded documents flatten themselves under horizontal filing conditions is to us adequate argument for this method of filing. The public records collections, when space is available for their proper

¹³ For the most recent catalog of these collections, see Smith, Alice E., ed., *Guide to the Manuscripts of the Wisconsin Historical Society*, Madison, 1944. Miss Smith, formerly head of the manuscript section, is now director of research for the Society.

housing, will be catalogued, inventoried, and shelved in similar fashion.

So long as the archives continue to be the under-privileged third of our tripartite institution — at least in terms of housing — and the public records collections are boxed in dead storage, inaccessible to state officials, the public, or the scholar, there is little that can be done in restoring or servicing them. For the happier days ahead a reference service is assured, a series of calendars projected, and reproduction of at least some of the more important records contemplated. Meanwhile, we have a modest but going organization, screening every proposal for the destruction of public records, sorting and destroying records prior to transfer to the state archives, and taking a helpful hand in the state's problems of record administration.

W. J. BARROW

Document Restorer

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The Archival Program of Pennsylvania¹

By HENRY HOWARD EDDY

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IN the Sand Hill region around Southern Pines, there flourished years ago a jug industry. Basic and essential chemical products peculiar to this region occurred in liquid form, and the local market for jugs was firm. Being practical and ingenious, the jug makers discovered after a time that a large jug, its neck plugged with a wad of clay, when incised with an appropriate inscription before being fired, served well as a headstone. At one time, we are told, jug headstones were rather common in the cemeteries of Moore County.

The legends inscribed on those jugs by pious Tar Heels tended toward standardization: "Gone to Rest," "Til We Meet," "Safe with Jesus," phrases expressive of the best Christian tradition. Once, however, there came the death of a neighbor definitely simple-minded and who had never joined any church; the potter found some difficulty in framing a suitable epitaph, but produced what some regard as a masterpiece: "She Done the Best She Knowed How."

For me, in my present situation, that epitaph takes particular meaning. We are meeting in North Carolina, where I have so very recently been in charge of public records, and I am here to report to you as the archivist of Pennsylvania. Hardy perennials who have attended these conventions regularly understand this situation, but for those less well established in archival circles, I must post a reminder that for only five months have I been residing in the Keystone State, that my archival experience has been gained elsewhere. You will agree that my time in Pennsylvania has been somewhat inadequate for gaining complete understanding of a complex situation involved with over a century of the intimate history of an old and populous state. All that I can promise, therefore, is to do the best that I know how.

¹ Paper read at the twelfth annual meeting of the Society of American Archivists, Raleigh, N. C., October 29, 1948.

Every archivist present realizes that here in North Carolina, although Dr. Crittenden and his immediate predecessors have been very able men, the high standards of the State Department of Archives & History derive directly from the solid base of twenty years of fine, scholarly leadership by Dr. R. D. W. Connor. We can recall other states, but need not stop to name them, where the situation has been similar, for when we find a strong archival agency we find as well a commanding figure who shaped the mold. Pennsylvania is no contradiction to this general truth, but unfortunately she is an illustration in reverse! In North Carolina and in a few other fortunate states, an inspired and inspiring combination, substantial scholarship and devotion to the care of records, both joined with marked executive ability, has left as monuments strong records agencies. In the Keystone State that combination has never yet occurred, and as a result Pennsylvania, so properly proud of her historical heritage and of her many and great contributions to the development of the nation, is only now coming to realize that for lack of an adequate and continuing program to control her wealth of official records she has drifted for a century, dispensing from time to time very considerable appropriations without achieving any very commendable or enduring results.

It is more pleasant and tactful to point with envy at excellence achieved than it would be to point with recrimination at lethargy continued, but we are all fully aware that in her present plight Pennsylvania is not alone, and in making so candid a statement of our present status we find solace in the certain knowledge that many of our sister states have lacked, and still lack, effective programs for the care of their records. With no malice whatever, we can make the observation that persons here present may well recognize in the story of Pennsylvania's struggle to protect her records episodes and trends very similar to those which have marked the history of their own archives. In fact it appears probable that the most significant feature of the tale of records care in Pennsylvania is its representative character, the circumstance that it has followed a pattern common to the Northeastern states. It merits consideration by this group chiefly because in so many of its aspects it illustrates general trends.

The states of our region have many similarities. For example, there is to be found in almost every one of the older states of the North a long-established and powerful state historical society. We are proud to have the Historical Society of Pennsylvania, an organization which has been active in Philadelphia since 1824. Its

rich collections and excellent publications are widely known. To a degree this Society, while enjoying rather slight official status, has taken on functions which, under circumstances prevailing in the South and West, have been assumed by state archival agencies. Occasionally we hear rumors of friction, in other states, between such private societies and the official archival agency, but fortunately in Pennsylvania there has been no clash. The Historical Society has repeatedly demonstrated itself to be a very good friend to the official records of the Commonwealth.

For the most part the Society has exerted its influence indirectly and without display, but such well-bred modesty fails to weaken the obvious fact that at a variety of crucial periods the benign strength of the Philadelphia group has been employed in behalf of the state's records. The first and best-known of these occasions came in 1836 when the Society, together with the even older but closely related American Philosophical Society, launched a campaign which resulted in the publication of Pennsylvania's series of *Colonial Records*, and ultimately of the long series of *Pennsylvania Archives*. Less apparent was the aid given during the 1850's when Samuel Hazard, Pennsylvania's first and greatest editor of source materials, a Philadelphia businessman turned historian, came to the employ of the state. Previously Hazard had spent much time at the Historical Society, and he returned to spend his last active years as librarian there. His early and intelligent editing was a contribution of undoubted value, and one for which the Society deserves credit. Again, in 1903, Samuel W. Pennypacker, an historically minded judge who for sixteen years was president of the Society, while serving as governor of the Commonwealth pushed through legislation establishing the archives division in the State Library. Furthermore, he placed in charge Thomas Lynch Montgomery, his brother Philadelphian and Society member, and as state librarian the competent Montgomery guided Pennsylvania's archival program until in 1921 he also returned to Philadelphia as librarian for the Historical Society. It would be easy to prove that the best years for the state's records have been those during which the intimate but unobtrusive influence of the Society has been exerted through personnel trained at the Philadelphia institution.

Since we are following a particular state in terms of general trends, it may prove helpful to recall that in America archival development has come in waves, and that the course of those waves can be found registered in a fashion whose relatively definite demarcations remind us of the familiar charts of geology. Stemming

from the example set by Europeans in publishing ponderous series of their official papers, there began in the second quarter of the last century an eruption of multi-volume series printing original source materials. Half a century later came a rash of published muster rolls, ship lists, tax lists, and such, books listing interminably the names of individual service men, immigrants, or taxables. These publications were inspired, of course, by the demands of members or would-be members of the then recently organized patriotic societies, each searcher eager for genealogical data regarding her particular line. Then, exactly at the turn of the century, came the splendid work of the Public Archives Commission of the American Historical Association. The thorough and scholarly investigations of the local "adjunct members" of that Commission into the nature, volume, and state of preservation of the records existing in state and local units of government resulted in a series of published reports which in turn stimulated in many states the founding of official archival and historical units. Then, only yesterday as it seems to most of us, came the nation-wide activity of the various historical, bibliographical, and research projects of the Works Progress Administration, particularly notable among these being the Historical Records Survey. These projects aroused a spreading tide of interest and action in the field of records and history, a tide from which we still profit but which cannot be evaluated properly at our present over-short range.

In Pennsylvania each of these waves of archival activity can be illustrated. The printed duplication of source materials began in 1838 and ran a course of almost exactly a century, coming to total ten more or less distinct series and one hundred and thirty-eight volumes. In quality the editing is extremely uneven. During the final quarter of the last century editorial quality struck a particularly low ebb, apparently for the reason that the task was placed on a piece-work basis at a price of four or five hundred dollars for gathering and preparing the material necessary to produce one volume of eight hundred pages, octavo. The deputy secretary of state or the state librarian came to use historical editing as a means for securing supplemental income, and for a time, filling pages appears to have been the prime consideration. Even before the Legislature of 1909 banned this unscholarly financial arrangement, the clamor of the genealogists had become irresistible with the result that the later series, while better edited, are devoted beyond reason to the cause of printing and indexing the names of individuals. It is startling to observe that, while indexes to the names printed in the

volumes exist both on cards and in print, no usable and comprehensive index to the wealth of highly significant documents contained in the ten series has ever appeared. Thus one discovers that while the entry on a muster roll containing the name of a given drummer boy can be found readily, locating the plans for the frontier fort where he served and the official report of his commander as to its defense requires thumbing through many volumes, consulting tables of contents one by one. While the first two archival waves hit the Keystone State hard, the volumes which record their passage leave much to be desired.

It is somewhat customary for state capitols to burn, and Pennsylvania had her capitol fire in 1897. While the building was totally destroyed, fortunately at the time it was in use almost exclusively by the legislature, the executive departments with their records being housed in the adjacent and then recently constructed building which is now known as the State Museum. Apparently only a limited volume of relatively unimportant legislative files were lost.² We do still have the excuse of the capitol fire, however, to explain readily any failure to locate a needed document.

The work in Pennsylvania of the Public Archives Commission of the American Historical Association was of enduring value. The "adjunct member" for the Commonwealth was Dr. Herman V. Ames, of the faculty of the University of Pennsylvania, a Harvard Ph.D., with advanced study at German universities. Later he was to serve as chairman of the Public Archives Commission and to become dean of the graduate school at the University. He was assisted by a resident of Harrisburg, Dr. Lewis S. Shimmell. The report published by Dr. Ames in the second part of the *Annual Report of the American Historical Association for the Year 1900* is still extremely helpful and even yet enjoys the distinction of being the only report ever to be published disclosing any sizable and organized body of information as to the nature and volume of the Pennsylvania records which then survived. It appears to have been both inclusive and accurate, with minor exceptions no doubt, and will serve as the basis for much of our investigation when a survey of the older records becomes possible.

Dr. Ames could not approve the conditions for records maintenance which his investigation disclosed. He quoted, from a some-

² Ames, Herman V., "Report on the Public Archives of Pennsylvania," *Annual Report of the American Historical Association for the Year 1900*, 2:284. The Harrisburg *Telegraph*, Feb. 2, 1897, stated "Most of the valuable documents had been transferred to the new building upon the latter's completion."

what similar report made in 1851, words unfortunately familiar to all of us:

Many of the papers thus stored were of great historical value; they were, however, not only practically inaccessible and liable to destruction by fire, but were also exposed to the ravages of rats, dampness and dirt, or to mutilation and theft by unscrupulous persons . . .

Dr. Ames found that a half century had brought very slight improvement in conditions, in fact rumors as to the theft of documents had become even more ugly:

Further, it is generally believed that much of the manuscript material relating to the history of Pennsylvania, the autographs of its founder and its distinguished citizens, now in the possession of libraries, especially in New York and Boston, belonged originally to the collections of the State.³

Already during the late 1890's appropriations totalling several thousand dollars had been made to the department heads for the better arrangement of their older files.⁴ The Ames report was, therefore, but one markedly intelligent and literate episode in a more general awakening of interest in records, and certainly prime credit for the establishment of the state archives at Harrisburg must go to Governor Samuel W. Pennypacker.⁵ The report and the personal intervention of Dr. Ames undoubtedly helped the cause,⁶ but far more influential in guiding events than the pressuring of even so highly intelligent a college professor, was the keen and long established interest of a governor who had authored a series of substantial historical studies and who, for many years, had been an enthusiastic member and high officer of the Historical Society of Pennsylvania. In part, too, success at this particular moment resulted from the fortuitous circumstance that the erection of the present huge Capitol Building, following the destruction of the original and much smaller Capitol, created new and ample space for the executive offices and left available in the former Executive Building room for the expansion of the State Library to include both an archives and a museum.⁷ Many threads became woven in-

³ Ames, H. V., *op. cit.*, 2:283. The 1851 report is to be found in *Pennsylvania Archives*, First Series, 1:3-13.

⁴ *Laws of Pennsylvania*, 1895, pp. 548-49 (State Department, \$2,000; Auditor General, \$800); 1897, pp. 472-74 (State Department, \$2,000; Auditor General, \$1,000); 1899, pp. 365-67 (State Department, \$3,000; Auditor General, \$3,000).

⁵ See Carson, H. L., "Life and Services of Samuel Whitaker Pennypacker," *Pennsylvania Magazine of History & Biography*, 41:1-94, and same author's two-volume *History of the Historical Society of Pennsylvania*, especially Vol. 2, Chap. 11.

⁶ *Pennsylvania, State Library, Report*, 1903, p. 14.

⁷ See *Laws of Pennsylvania*, 1905, p. 61.

to the story at this point, including, apparently, a personal friendship already mentioned, that of the governor for Thomas Lynch Montgomery, whom he brought to Harrisburg and installed as state librarian.

The administration of Governor Pennypacker was marked by storms, but behind the roar of greater battles he succeeded in accomplishing astonishing things for Pennsylvania history. For the building fund of the Historical Society at Philadelphia he secured appropriations which totalled \$150,000.⁸ He provided for the establishment of both the State Museum and the Division of Public Records in the State Library, with an annual salary of \$1,500 for the Custodian of Public Records, and with an annual \$7,500 for collecting and caring for the records.⁹ Under the new statute the departments of state government were required to deposit in the archives all papers "beginning with the earliest records, to the year one thousand seven hundred and fifty, which are not needed by the departments for business purposes."

On June 1, 1903, Luther R. Kelker of Harrisburg took office as custodian of public records. After brief visits to Albany, Washington, Philadelphia, and New York City to observe the best current practice with record materials, he recruited eight "young ladies" who began "briskly" arranging papers in chronological order in one hundred and twenty-four divisions and sub-divisions.¹⁰ A modern archivist would have proceeded differently, but decades of neglect and disorder, further complicated by the sorting done in the respective departments during the 1890's, had no doubt already destroyed the organic unity of the files. At present, unfortunately, that organic unity appears to be lost beyond recall.

The story of the Pennsylvania archives from 1903 to the present has been chiefly that of projecting those early activities. Archivists have come and gone: Kelker died in 1915 to be followed by Dr. Hiram H. Shenk, 1916 to 1933; Dr. Curtis W. Garrison, 1933 to 1936; and Col. Henry W. Shoemaker, 1937 to 1948. There have been several highly confusing shifts in the administrative arrangements: a rather slight one in 1907; another, more important, in 1919; a major change in 1923, when reorganization under the new Administrative Code put the State Library, muse-

⁸ *Laws of Pennsylvania*, 1903, p. 443; 1905, pp. 444-45. See also Carson's *History of the Pennsylvania Historical Society*, 2:177-187.

⁹ *Laws of Pennsylvania*, 1903, pp. 177-78; 510; 545-46. For the museum, see 1905, p. 61 and p. 552.

¹⁰ "Report of the Division of Public Records," *Report of the State Archivist of Pennsylvania*, 1903, 18-25.

um, archives, and all, under the Department of Public Instruction; and the latest and most revolutionary of all in 1945, when the former Historical Commission, which had come to control several historical properties along with its program for marking historic sites and with its general duties of promoting historical activities, was combined with the State Museum and the State Archives to form the present Pennsylvania Historical and Museum Commission.¹¹ As operating, this Commission consists of eight appointed members and one *ex officio* member. These meet at Harrisburg every month, except during the summer, work hard, are entirely unpaid. In charge under the Commission is a salaried Executive Director, and under him are lined up the heads of divisions, one of these being the State Archivist.

The evolution of the Historical and Museum Commission came during a protracted period marked by uneasy dissatisfaction on the part of historically-minded Pennsylvanians. College professors and scholars, as well as local historians and leaders in the county historical societies, became aware of shortcomings, of a lack of proper coördination among the state's historical and archival agencies. During the early forties there appeared from such diverse groups as the Pennsylvania Library Association, the Pennsylvania Historical Association (primarily academic), the Daughters of the American Revolution, and the Pennsylvania Federation of Historical Societies a series of independent resolutions urging an improved organization. This groundswell of agitation inevitably assumed political significance, and undoubtedly, as highly political considerations became involved, a variety of motives entered to influence the outcome.

One factor promoting change was the increasing burden of executive labor which came to be required of the members of the Historical Commission. During the thirties projects had abounded in Pennsylvania for restoring ancient and historic buildings, and local groups had transferred with enthusiasm their shrines to state ownership so as to make them more readily eligible for development by one or another of the alphabetical relief agencies. The acquisition of such properties, several of them involving extensive real estate, so expanded the scope of the old Historical Commission, merely an appointed board, unsalaried, and with but a tiny clerical staff, that maintenance and inspection became too much for such executive time and talent as were available.

¹¹ *Laws of Pennsylvania*, 1907, p. 468; 1919, pp. 242-52; 1923, p. 559; 1945, pp. 1398-1411.

At this same period, the Pennsylvania Federation of Historical Societies came to desire professional direction for its growing statewide program, and this need, combined with the obvious necessity for official guidance on the state level for the historical, research, and records projects of the Works Progress Administration, led to the creation, under the Historical Commission, of the office of State Historian. Following the appointment in 1937 of Dr. S. K. Stevens, this office grew rapidly in prestige, assumed increasingly varied and important functions, and shortly required the addition of professional assistants and a small clerical staff.

Meantime, in Pennsylvania as in so many other states, the activities of the research and records projects of the Works Progress Administration had drawn attention to the urgency of the problem involved in the care of public records, and the burgeoning of all these elements, closely related and in the general field of history and records administration, created pressures which could not be contained within the confines of the Department of Public Instruction. In 1945 these pressures combined to push through a statute creating as a new and entirely independent agency, the Pennsylvania Historical and Museum Commission under which we now operate.¹²

So much for the story of how we came to be where we are. Beyond that point the discussion rapidly becomes theoretical, for thus far the new administration has been merely taking stock, unearthing and linking together the facts incorporated in this paper, initiating the process of securing a reasonably clear and complete inventory of present holdings, and formulating plans. It is certain that we will not progress merely by wishing to progress; we must win respect by "what we do with what we got." Fortunately, we will not be burdened with any large amount of genealogical work, for we have in Pennsylvania a splendid network of county historical societies, in part supported by public funds, which helps investigators with such matters, and in addition the State Library has a division devoted entirely to genealogy. Thus the Division of Public Records will be free to devote its energies to its more proper functions: the rendering of an increasing number of services to the other state agencies, helping in all matters relating to their non-current files, and, what becomes easy and somewhat incidental when this first function is once mastered, preserving and servicing that

¹² See also *Laws of Pennsylvania*, 1947, pp. 604-08 for revisions which incorporate into the Administrative Code most features of the model public records act published in *American Archivist*, 3:107-15 (1940).

priceless core of official records, whose continued existence and accessibility is so essential to both the efficiency of governmental administration and the soundness of scholarly research.

For several years now the Division has been approving disposals, and for these we have an established procedure. We hope to expand this service greatly, to aid the agencies, upon request, in drawing up retention and disposal schedules, to make ourselves generally useful just so far as proves possible with the staff, space, and equipment placed at our command. In starting this program there is great need for gaining the acquaintance and coöperation of the officials in the departments, for educating them to an understanding of our objectives, for demonstrating that good records practice can bring increased efficiency, and, above all, for winning confidence.

The offices on Capitol Hill will become aware of our program when we request permission to inventory their older and more neglected files. There will be no all-inclusive survey, no counting of every cabinet and transfile, no long questionnaires for file room personnel to worry over and complete by guess work. We will inventory with our own staff and we will cover the older materials only. During much of the survey we will be searching rather definitely for certain series which we know should exist. We will first list our holdings in the archives, department by department, just so far as that may yet be possible. We will compare our listing with that prepared by Dr. Ames fifty years ago, and we will visit the departments attempting to locate those record series which he found and reported in 1900. Some will have been lost, no doubt, but many we can find and inventory in preliminary fashion as they lie. Working at this task with a limited but competent and tactful staff, we will gradually collect information and build a central inventory file which will be of immediate value to us and potentially useful to scholars. Special attention will be given, of course, to types of material which provide in condensed form information useful for either administrative reference or scholarly research. This means that we will be watching for such things as minute books, manuscript reports, budget requests, ledgers, and executive correspondence. Methodically, in department after department, we will go over the older files, matching what we find with statutory requirements, with what we now hold in our files, and with what Dr. Ames reported. We will in every case record carefully such details as name of series, nature of contents, inclusive dates, bulk, state of integrity, order and preservation, present location (with

comment as to suitability and safety), the name of the immediate custodian, and the degree of use in the current affairs of the agency. Undoubtedly in the process of surveying we will become soiled, but we will certainly become familiar with the older state records in Harrisburg, and will secure a "rat's-eye" view of them.

As this survey goes forward, we should be able to improve somewhat the general condition of the non-current files, for inevitably we will encounter useless materials long retained merely through inertia and indifference, trash whose destruction we can stimulate and approve. In still other cases we can recommend the services of the state microfilming unit. Should it prove possible for us to secure the staff and equipment necessary for manuscript repair, we ourselves can offer repair service for valuable but fragile or damaged items. Since, in general, departmental officials now think of our personnel as pure antiquarians, we will avoid startling them when we approach their offices on the basis of our genuine and sincere interest in their older series, of our desire to locate materials which will match with materials now in the archives; if, somewhat incidentally, we should demonstrate an ability to assist with practical problems of saving space, maintaining order, and increasing efficiency in their file rooms and storage rooms, then gradually we can win friends and come to influence people.

The time has not yet come for setting policy in regard to such major matters as the centralization or non-centralization of local records,¹³ or for making any definite plans for an archives building. Since the Economy League of Pennsylvania is promoting actively more efficient administration for the records in county and local offices, we may find ourselves involved with county, city and borough records before we are recruited to a point where we can handle such matters with ease. The William Penn Memorial Building, which was to have included both the museum and the archives, seemed to be imminent three years ago, but is for the present abandoned. Its tentative design was not functional or carefully considered, and the postponement may mean that eventually the archives will profit from the delay, and will secure quarters better arranged and more suited to its needs. At the end of so long a session, there seems little point in taking your time to discuss matters still so vague.

¹³ Since 1911 the archives has possessed authority to take in local records (*Laws of Pennsylvania*, 1911, p. 100). In 1915 provision was made for a Supervisor of Public Records to work with the local offices (*Laws of Pennsylvania*, 1915, pp. 528-29). Apparently nothing much resulted from either of these acts.

The story of Pennsylvania's archival struggles stands out clearly, however, and there is no uncertainty whatever as to the general outline of our future program. During the century past Pennsylvania has experienced most of the vicissitudes and failures common to the states of the northeastern region, but we look forward eagerly to winning a position in the very front rank during the period of archival expansion and development, which is undoubtedly opening before the state archives of America right now.

CORRECTION

An omission of part of the translator's footnote No. 2 in the article on "The Conservation of Medieval Seals in the Swedish Riksarkiv" (April issue, p. 167) should have stated: "Sixty degrees of Celsius (Centigrade) equals 140 degrees Fahrenheit," the temperature at which the fungi of the wax seals are destroyed. As the melting point of wax is found at about 145 degrees Fahrenheit (footnote No. 3), "any attempt to eradicate the fungi by heat without injuring the seal verges upon the impossible."

Technical Topics

Edited by DANIEL F. NOLL

National Archives

THE MICROPHOTOGRAPHY OF CURRENT COURT RECORDS

Microphotography's spectacular space economies frequently obscure the even more substantial savings possible when microfilming is applied to current record operations. In private industry, millions of checks, vouchers, sales slips, waybills, and even laundry tickets are microcopied daily to reduce the clerical costs of listing and posting current accounting transactions. Improved accuracy and space savings may result, but the main advantage lies in the time and labor saved. During the war, the Washington office where all Army freight bills were paid used a microfilm procedure that eliminated one copy of all bills of lading. In approximately four years, it has been estimated, over three million dollars were saved in the cost of handling and filing eighty-four million sheets of paper — at a cost for microfilm of less than \$50,000.¹

It is hard to imagine that the uses of microfilm in banks, department stores or Army finance offices have any relation to the problems of court records. When we contemplate court records, we visualize musty records in basement vaults. We suspect that many of the records have already outlived their usefulness; but, since it would take a crystal ball to tell which one of these documents might some day be needed to unravel some tangled problem of property or citizenship rights, the court clerk may think of microfilm as a solution. He is told that one thousand document pages will require only a dollar's worth of film and that in a few hours anyone can be trained to photograph ten to thirty pages per minute with these nearly automatic cameras. When he multiplies the low unit cost by the total number of documents in his files, however, he arrives at a rather substantial total. Even if the microfilming costs would be repaid in five or ten years, the fact is that governmental offices live from one appropriation year to the next. In most counties expenditures that can be justified only out of future savings have to be financed by new bond issues. Furthermore, the cost of space is a very intangible item; the court clerk rarely pays out of his own budget for the space in the courthouse which his old records occupy. Too often, the custodian of court records drops his investigation at about this point. As a solution to the problem of old records, microfilm may be all right for big courts, but for him it is a luxury he cannot afford.

For almost ten years, however, a few county courts have been microfilming records in much the same manner as private industry uses the process to "re-

¹ This procedure is more fully described on pages 9-10, *The Evaluation of Microfilming Projects*, proceedings of the Interagency Records Administration Conference, May 9, 1947.

cord" current accounting transactions. About five years ago, an account of one of these operations was published under some such title as "COUNTY CLERK SAVES COURTHOUSE SPACE." Buried in the middle of a paragraph was the statement that microfilm copies of current court orders were being substituted for photostats. The cost of a bound volume of photostat copies was about seventy-five dollars, whereas the microfilm equivalent cost about three dollars. About two years ago, the archivist in that state sent me a summary of this county's activities. Some older records were being microfilmed and mention was again made of the work with current court orders. But, since neither of us knew about the function of the Court Order Book, the major significance of this microfilming was overlooked.

Then, very recently, an experiment in one of the U. S. District Courts brought to light a study of court administration made in 1941. Among other things, the report of this study² included a full description of the manner in which Minute and Order Books were maintained, as well as detailed suggestions for the use of microphotography in this connection. Significant as these proposals were, they have not been cited in bibliographies on microphotography; and it is felt that a summary of those portions bearing on microfilming will interest readers of *THE AMERICAN ARCHIVIST*.

The Minute Books, Order Books, and Journals contain in chronological sequence either abstracted or complete copies of final court actions. The originals in the case files are the primary records used by the public. The Minute and Order Books are secondary records, rarely used by the public; their basic function is to provide some measure of insurance against loss, alteration, or damage to the primary records. Microphotography's speed and accuracy, as well as the compactness and virtually unalterable form of microfilm, would appear to be tailor-made for this purpose. No other copying process approaches it from the viewpoint of economy and permanence.

Statutes must usually be altered, however, to permit substitution of the film roll for the earlier book form of record. Thus, the process could not be used in the Federal courts until certain changes were made in the Federal Rules of Civil and Criminal Procedure. In the following revision recommended in 1941, the words in italics were intended to replace the original language, shown in parenthesis:

79-b. (Civil Order Book) *Record of Civil Orders*.—The clerk shall keep a (book) *record* for civil actions entitled ("civil order book") "*civil orders*" in which shall be kept in the sequence of their making exact copies of all final judgments and orders, all orders affecting title or lien upon real or personal property, all appealable orders, and such other orders as the court may direct.

A similar change was recommended in Rule 55 on criminal procedure.

Before the microphotographic method can be described, however, the functions and preparation of the conventional record must be understood.

² *Possible Improvements in the Administration of the Offices of Clerks of U. S. District Courts*, prepared by the Bureau of the Budget. Government Printing Office, Washington, 1941 (Out of print).

The Minute Book is an abbreviated "log" of the court's proceedings. Abstracts of final actions are typed or handwritten in loose-leaf books or bound volumes. It differs from the Order Book which contains the full text of the orders. Some courts combine the Minute with the Order Book, in which form it is sometimes known as the Journal. Some maintain Minute Books for criminal cases only. The primary difficulty with the Minute Book is that the lengthy wording of a variety of legal forms requires experienced clerks to insure brief, but accurate, entries.

The Order Book, prior to the advent of microphotography, was prepared in three ways: a) by transcribing the entire order from the original; b) by making a photostat copy; c) by requiring the litigants to furnish an extra carbon copy. According to the survey of 1941, the time required to make transcripts resulted in a record which "lagged months and even years behind current court proceedings." The transcripts were rarely proof-read. The photostat method improved the accuracy and reduced the time lag, but there was little difference between the cost of the transcript and the photostat. The use of copies furnished by the litigants was considered the most economical; but the varying sizes of papers, the lesser legibility of carbon copies, as well as frequent failure to furnish copies of *all* the documents, created another crop of difficulties.

The conventional methods of maintaining these "security copies" obviously contributed further to the bulk of the records in already overcrowded courthouses. The "exactness" of the copies could be seriously questioned. Further, full advantage of the insurance feature was not achieved, since a fire or flood was likely to destroy originals and duplicates as long as both sets were kept in the same courthouse.

The problem of adapting a single mechanized procedure to courts with varying work loads is ordinarily difficult. That most Order Books were found in the 1941 survey to be transcribed by hand can probably be explained by the fact that the relatively heavy investment in photostat equipment was not offset by savings in clerical costs. Fortunately, most microfilm equipment can be rented for 12 months in the year, or only when needed. Records can also be microcopied on a service contract basis, in the courthouse or on the contractor's premises with a deputy present.

Where the microfilm camera is used on a full-time basis, the originals are routed first to the camera and thence to the case files. The originals thus reach the file room in a single day where formerly 4 or 5 days were required by the photostat process. The speed of the camera operations and film economy may permit many courts to photograph pleadings and processes, as well as court orders, thereby increasing the insurance value of the duplicate record. Where the work load is insufficient to warrant full-time use of microfilm equipment, the litigants are required to furnish an extra carbon copy. The copy, so identified, is placed temporarily in the case files; the originals are maintained in loose-leaf binders, not accessible to the public. Periodically the originals are

microfilmed and sent to the case files. The carbons, of course, are then destroyed.

From brief, first-hand observations in county courts in two states and in one Federal court, it seems to be the consensus of opinion that the microfilm method is approximately 1/25th as costly as either the photostat or transcript method. In one court with a work load of about three hundred pages per day, two clerks were made available for other duties. In the majority of the courts visited, cameras were purchased or rented the year around and some microfilming of older as well as current records was undertaken. In general, originals of older records were not destroyed, but moved to low-cost warehouse space at some distance from the main courthouse. Although the problems encountered so far have not required any special care in identifying or indexing the microfilm rolls, it was apparent that difficulties might arise when the microfilm collections become more extensive and more varied. The microfilms of current records have not been transferred to depositories removed from the courthouse.

On April 20, 1949, Chief Justice Vinson of the United States Supreme Court approved a report³ on the experiments conducted since last July in the United States District Court for the District of Columbia and instructed the Clerk of that Court to maintain the following records on microfilm in lieu of Order and Minute Books: 1) in civil cases and proceedings, except adoption proceedings, each judgment and order; 2) in criminal cases and proceedings, each judgment, order, indictment, bond, and all other formal entries of court transactions.

In commenting on the results, which "exceeded their utmost expectations," the report stated: ". . . As an illustration of some of the economies . . . it was estimated that the cost of the new system would be less than one dollar for every twenty-five dollars of costs under the present system; that one file cabinet [for film] . . . would provide . . . sufficient storage for thirty-five years . . . and that the business of the court would be considerably expedited and services to the bar and litigants materially improved."

DANIEL F. NOLL

³ Report of the Proceedings of a Special Meeting of the Judicial Conference of the United States, March 24-25, 1949.

The Scholar's Interest in Personnel Records¹

By ALMON R. WRIGHT

National Archives

THE twentieth century has witnessed the transformation of the American Republic from a youthful and adventurous people into a mature nation. With thoughts concentrated on comfortable living and personal security Americans have turned more and more to government, national, state, and local, to provide these things. The recording of the enormously expanded functions of government is packing archival institutions throughout the country. Rebuffed by legislative bodies and budgetary bureaus, archivists have come, often times reluctantly, to the conclusion that the time of decision is here, that the less valuable must be abandoned so that the more valuable may be properly kept. Among the categories of records, the value of which is the subject of differences of opinion, are the documents recording the service of an employee of the government.

In the Federal Government, the budget official, and the administrator are inclined to minimize the research values of personnel records. Surrounded as they are with the impersonality of dollars and cents and accustomed to the daily manipulation of zeros and digits, they fail to weigh the human equation and consider the researches necessary to tell the story of the nation in terms of human beings. Small wonder that a representative of the Budget Bureau advocates the destruction of these records for personnel who have left the Federal service prior to April 1947. To him the paramount question is concerned with the thirteen to fifteen million personnel folders which are said to represent the number of employees of the Army and Navy alone up to that date. His interest does not extend very far in the direction of the research interests of those who, more than any other, were responsible for the establishment of the National Archives. His calculations may, indeed, minimize or ignore the fact that personnel records usually constitute no more than one or two percent of the valuable records of an agency.

¹ Adapted from a paper delivered by the author as a member of the staff of the National Archives before the Interagency Records Administration Conference, October 15, 1948.

Few people have any real awareness of the processes of research. Not many have had the experience which is the only teacher of the complexities of this type of investigation. Research, in its true sense, is a critical, careful, systematic, and usually a protracted method of investigation. The critical approach means that the investigator must weigh both the validity and the significance of the material with which he is working. He must exercise painstaking care to extract the real facts and points of view in the documents without distortion. He must be systematic in canvassing as completely as possible all the sources. Research is usually protracted, for the critical, careful, and systematic approach requires time. It is often believed to be the obsession of the historian, and it is true if, by that title we mean an individual interested in tracing the many facets of man's activity. The historian may be the recorder of the miracles of science. He may tell the story of mankind from the viewpoint of psychology. He may relate the changes in the structure, personnel, and administration of government. Or he may be interested only in the history of taxation and tariffs, financial expedients and excesses, and economic advances and reverses.

The problem before the researcher is similar to that of an artist in putting together many pieces of a mosaic. He usually does not, however, have those pieces at hand, nor does he have a preconceived pattern, if he be objective. He must hunt through literally scores of books, hundreds of writings, and thousands of documents to find the little segments of the whole picture. These little segments in many cases are facts about people. Pick up any volume pertaining to history — whether it be political, economic or genealogical — turn to the index, and you will find a large proportion of the entries are names of people. Historical events and trends are developed by individuals. In the volume *Lend-Lease, Weapon for Victory*, by Edward R. Stettinius, thirty to fifty percent of the entries concern the names of the participants of that program — individuals, a good proportion of whose personnel folders are in the Archives. Or go back twenty years to the *History of American Civilization*, by Charles and Mary Beard, and one will observe that throughout its many pages appear the achievements of persons — many prominent, many obscure, in American history. One of the chief merits of *The Age of Andrew Jackson*, by Arthur Meier Schlesinger, Jr., a Pulitzer prize winner, is the multitude of biographical facts accumulated to show how the people of Jackson's age promoted the democracy of that period. This feature is so striking that it attracted the attention of reviewers.

There is not space in this paper to develop at length the interests of research investigators in personnel records. We may make but passing reference to the genealogist, the psychologist, and the economist. The major portion of this essay concerns the interest of the political scientist and the political and social historian in this type of record.

Presumably, the genealogist every day in his life subscribes to the statement of Oliver Wendell Holmes: "Every man is an omnibus in which his ancestors ride." The genealogist feels the weight he is carrying, and is one of the few to try to do something about it. In that period when Holmes made this statement, others, too, were impressed by the interest of the individual in his forefathers. It may be startling to report that in 1897 the War Department paid an unconscious tribute to the genealogist when it restricted its records rigidly against access by the public, but provided rules for their use by the genealogist. Virtually all personnel records are useful to him. He is likely to be aggressive in his demands for the safekeeping of his raw materials. He brings to their defense a Chinese reverence for not only his own, but other people's ancestors. To deny his claim is to render one vulnerable to the charges of discrimination and class regulation.

Perhaps the psychologist by means of a sampling process would find in the government employee a good cross section of American life. He might be able to appraise the common feeling that the government clerk is a symbol of mediocrity. Perhaps he could be induced to make studies to ascertain the accuracy of other popular opinions. For illustration: there is a general view that ministers' sons go to the devil. A British scholar undertook to check this preconceived idea some years ago. He studied the lives of some 1030 so-called eminent Britishers, and he found that the parsons produced offspring far superior to the lawyers, doctors, and the army officers. He had the temerity to call his book *A Study of British Genius*. But perhaps the author was the son of a minister.

Similarly the economist and sociologist might use personnel records to study the system of wages for particular classes of employees. Their findings might include material relating those wages to the amount of experience or to the educational background of the individual. During a period of crisis, like that through which we have just passed, government calls upon people from all strata of life for help. Economists, historians, and statisticians from steel companies as well as from universities, from the advertising world as well as from scholarly foundations, arrive in Washington ready

and eager to serve for one dollar — or for ten thousand. Would it not be well for an historian, prodded perhaps by a psychologist colleague, to study from personnel records the efforts of historians during the War? Would they prove to be a sacrificing group or a grasping set of individuals constantly harping on the injustice of the grade in which they found themselves? Would it not be interesting for the economists to study and compare the jobs in which they were placed and the efficiency markings which they received and the political backing which they possessed? Does the journalist make a good bureaucrat? Surely during the past conflict a number of them tried! There is much information in the personnel folders on the efforts of these people in Washington and little in the administrator's files which would be useful for this approach.

The interests of a future biographer are not to be forgotten. From the personnel folder he may obtain a skeleton outline of the subject of his study. That inevitable question which confronts biographers as to what happened to their hero between certain periods of time would be solved partially through the chronicle of positions and occupations held from the earliest job that carried any sort of compensation, whether a mechanic in a garage or a fellow in a graduate school. These facts are usually available from the personnel folder. The biographer would find the personal description, and possibly a photograph of his subject, invaluable. It should be borne in mind that most of the leading figures of tomorrow in our political, scientific, and intellectual world will have spent some of their career in the service of the government. Perhaps the man of the future, credited with applying atomic power to ordinary machines, will have spent a chapter of his life in the Atomic Energy Commission.

It hardly needs to be emphasized that prior to the establishment of the Federal personnel folder, there was great variety in the information retained in those records. The personnel files of one agency, which died by Congressional execution, will some day prove to the historian a great source of information. There he may search with confidence for the attitude of the executive toward the judiciary. Would one expect to find in a personnel folder this crisp, authoritative characterization that "sentencing an active man to life on the Bench is cruel and unusual punishment?" Would one expect to find in such a place, for the use of posterity, an account of the internal conflicts of a small school on the Pacific Coast, which to all appearances has led a blameless life? Would one expect to find the qualifications and limitations and the ambitions of candidates for

high positions in the government in such folders? I can assure you that posterity, one day, will experience pleasure and profit from their perusal.

In the National Archives it frequently has been necessary, in order to identify and describe records adequately, to ascertain the structure of a governmental agency and isolate that unit of government to which the records belonged. The political scientist is equally interested, though for a different purpose, in the ever changing form which the administration of government assumes. Much has been written, particularly in recent years, in this field. It is surprising, however, how often one finds gaps in the records. How illusive some of those organizations seem to have been, particularly those fragments of an office which somehow or other managed to get themselves transported to Africa, to Syria, to India, and back home again! The same problem existed, of course, for the period of the First World War. The personnel files of the War Trade Board are singularly rich in data on governmental organization. One would not find, in the executive files, information to show the formation, the personnel, and the work of the Inter-Allied Trade Committee at Christiana, but the personnel folder of a Nebraska geographer has that information. There is a dearth of information concerning the Central Bureau of Planning and Statistics, which existed in the same period. The answer was found the other day in a processed statement — one of those documents which everyone throws away on the assumption that everyone else has a copy — in a personnel folder. The story of its relations with the War Industries Board, its consolidation with the War Trade Board, the original agreement between the War Industries Board and the War Trade Board, these are related in detail. There is also, curiously enough, the provision for the transfer of those War Industries Board personnel folders to the War Trade Board where personnel was transferred.

No subject has invoked the interest of the political scientist and of other scholars more than the history of the Merit System. Its inauguration in the 1880's was universally hailed as a step toward a more efficient and a more democratic government. Its progress through the decades has been closely surveyed and its proponents have been proud to announce that every president had increased the number of government positions placed under its restraining and purifying principles, that is, every president up until a certain date! Even the emergency of the First World War appears to have been taken in stride. It is said that 315,000 new people were added

to the payroll in that period under Civil Service requirements, and all were recruited amidst the distresses of war. To some, this was the climax of fidelity to the merit principle. After 1930, what happened? At some future date this is a rich field for the political scientist to explore. He should investigate the assertion that the number of positions under the Merit System dropped from eighty-one to fifty-seven percent. A worthwhile study could be made concerning the alleged measurement of every job as worth forty votes. These questions would be difficult to answer, in any case, but impossible by merely exploring the office files of personnel branches. One could not arrive at the whole truth without employing a sampling method in studying personnel records of individuals.

Perhaps these folders will have information concerning the abolition of certain organizational units of larger bureaus and departments. The thorough-going researcher would probably not stop with the official explanations for intra-agency changes. Details of those changes have a way of showing up in personnel records.

Students of the Merit System are also interested in the relationship between the position held by an individual and his background of education and experience. Here again, by a sampling of personnel folders, he might be able to determine whether higher learning, advanced degrees, and long years of study pay dividends in the government, or whether there is any relationship between the lack of a formal education on the part of the boss and extensive training on the part of his employee.

Still another aspect of the Merit System which deserves attention from the political scientists, is the examination system. This involves, of course, a study of the tests themselves, their suitability for purposes they purport to serve. Perhaps the psychologist would again help out by appraising those examination sheets filled with their blanks, squares, circles, rectangles, etc., into which the applicant, mistakenly steeped, perhaps, with the knowledge of twentieth century American history, must put his checks and crosses. The study should also relate to the marks of the individual, the relationship between those marks and his previous training. Then there is the unassembled examination, that instrument of kindness from which many of us have benefited. Has it been fairly employed or abused? Could such questions be answered in the general files of personnel units? Presumably not, but the personnel records, themselves, might reveal much with respect to these questions.

Let us turn to some of the specific documents to be found in a personnel folder, whether of the standard type or of that employed

prior to its adoption. We may appraise them and attempt to find whatever research value there may be. Applications and recommendations are frequently relegated to the worthless class. This may or may not be true. It is certainly more true in recent times than in years gone by. In the records of the Department of State there is an Application and Recommendation File. It extends over a period largely of the last century, and it embraces usually just those two types of documents. It has been used repeatedly by historians and biographers and its value is enhanced by the fact that the government in those days was comparatively simple and the applicant for the least important position might in some way attract the attention of the President, himself. In more recent times, however, applications for positions are not wholly without value. In times of emergency, individuals may offer to the government their services and along with them some invention or contrivance designed to assist the operations of a branch of the government. A great majority of these are, of course, useless, but, on the other hand, the small number that do prove of value are worth keeping. With respect to recommendations, it is the custom now to send an individual a form asking him to check certain characteristics attributed to the human animal. If the replies are colorless and stereotyped, it is, in part, the government's fault. In 1917, the War Trade Board addressed personal letters to the references. These communications carried a tone of genuineness and sincerity and inspired the recipient with the thought that he had a personal responsibility and obligation to prevent the wrong person from entering the government service. The replies were singularly interesting. They had a tone of honesty and conviction. On the other hand, is it necessary to eliminate all traces of humor which may creep into such documents? Can we not afford the future historian or biographer a little smile now and then as when he reads the last sentence of a letter addressed to "Gentlemen: I am confident that she will make you a valuable woman," or when another somewhat whimsically observed in summing up his laudation: "She is a fine woman in the worst sense of the word"?

The Personal Question Sheet has a wealth of biographical data. With what joy an alumni secretary of some college or university would grasp such documents! No doubt, he would either lock them up in his vault or reproduce them in the most expensive form. These sheets vary considerably from one agency to another and from one period of time to another. For illustration: a researcher might be

able to study housing conditions of government employees from the data in some of these Question Sheets.

A Personnel Interview Sheet would probably be as valuable in appraising the qualifications and capacities of the interviewer as the one interviewed. One would get some idea of both in a report which characterized the lady applying for the job as "having bright, brown, expressive eyes, only one missing."

Perhaps the oath of office has little research value but no one will deny that it has significance in this day of loyalty investigations. There is some variety in the form of oath, and there are different types of agreements, or commitments, that are thrust before the eyes of the startled applicant when he assumes his duties. Some officials, of course, are requested to sign an affidavit to the effect that no one had supported his candidacy in an unlawful way. In World War I most of the War Trade Board employees subscribed to an oath by which they were enjoined from divulging any information about the activities of that Board either to the public generally or to another government employee. It was also true in World War I that many employees agreed in writing, not to engage in any other occupation within or outside government hours which would bring them remuneration. To stabilize the personnel situation and to prevent personnel raids on the older departments and bureaus it was provided in an Executive Order that the new war agencies of World War I were not to employ persons from the older establishments; hence, one finds statements by the newcomers to the effect that they had not transferred from another government agency.

Presumably you will hear a good deal from the other speakers on this program about the employees Record Card or Service Record. It would serve the future researcher as it now serves the administrator as a short-cut method of locating certain types of data about an employee. Some of the older cards provide more than that. Those of the War Trade Board afforded space for only five changes, that is, only five transfers and promotions. How antiquated that would be now! In some of the same group there appears after the printed words "reason for resigning," what one would rarely see now; namely, "work completed." Administration goals as well as procedures change.

Although we have not completed mention of all the types of records in the personnel folder, we may mention lastly the personnel action sheets. To the political scientist or historian of the future these may seem largely innocuous and routine, but the alert

scholar may appraise and evaluate. Is this promotion genuine or is it internal politics? Is this change in organization real or fiction? And the same would hold true for demotions. To what extent did fear and favoritism enter the writing of these sheets? He would probably attempt to correlate his research in such records with that of the administrator's files. Some fifty years ago, according to a brief examination of the personnel records of one agency, downgrading was general among the upper brackets after the election.

To the writer, the considerations set forth above, constitute in considerable part speculation. It is necessarily so. Systematic personnel records, as we think of them today, have existed for no more than forty years. There has been no real testing period for research among them. The most obvious reason is, of course, that they are confidential records. Many of the nineteenth century papers relating to personnel have not been tried in any thoroughgoing way. Research work by outsiders has not been a very welcome intrusion to agencies unprepared for it. Although the National Archives opened its doors nearly thirteen years ago, it has not been sufficiently tested for research in personnel records. In its early years it lacked the means and resources, and during the war period, the researcher lacked the means and resources. The future may come to his assistance. In this time of scientific wonders, who can foretell when more cheap and rapid photographic reproduction will be perfected? The scholars, on the other hand, may develop more teamwork, greater coordination of effort, and new substitutes for the laborious note-taking of the past.

At the present time there should be, first, greater trust and reliance on the dependability of the scholar. He should be placed more frequently on his honor. Trust begets trust, and honesty begets honesty, while suspicion provokes evasion. Secondly, those in charge of research materials should do their utmost to facilitate research. They might well study the possibilities of providing photostats of confidential materials with the names blanked out. They might well consider maintaining punch cards for personnel information and provide machines for their use for sampling and other statistical work.

The Federal Government spends yearly large sums for the benefit of small groups of citizens. The scholar is probably at the bottom of the list of beneficiaries. He should be given a better opportunity.

The Archivist's Book Shelf

RICHARD G. WOOD, Editor

The National Archives

AIR-CONDITIONING AS A MEANS OF PRESERVING BOOKS AND RECORDS

Air-conditioning, with particular reference to equipment, is now in such a fluid state, that we would certainly feel that any book or article covering this subject should be carefully checked to make sure that it is up-to-date before its conclusions and recommendations could be completely relied upon.

In approaching this problem of air-conditioning, it is necessary at the outset to determine whether the governing factor shall be the production of conditions most advantageous to the preservation of books, papers, and manuscripts or most desirable from the standpoint of human comfort. Normally, an effort is made to strike a happy medium.

Conditions that are desirable from the standpoint of human comfort are well known. There appears to be, however, a considerable divergence of opinion as to the most desirable conditions that should be maintained for the preservation of the contents of an archival or library building. It seems to be generally agreed, however, that the most important conditions necessary to be controlled are humidity, cleanliness, and air movement.

In warm, humid weather there appears to be the greatest tendency toward the formation of mold or mildew. This condition may result from the relative humidity or lack of air motion or a combination of both. It is more or less standard engineering practice to design air-conditioning systems so that the humidity will not exceed a certain predetermined limit (60% would be a reasonable figure) and to distribute the air so as to produce a fairly constant movement in all portions of a book stack or other location for storage of books. Dead pockets, where there is little or no movement of air, should be avoided.

An excessively low humidity tends to dry up the paper and bindings and may cause cracking. It is therefore desirable to add moisture (humidify) in the wintertime or in abnormally dry climates to prevent this. Normal practice is to add as much moisture as may be contained in the air for the given dew point so that condensation will not occur on walls and windows and thus cause dripping.

Cleanliness of the air is best controlled by filtering. This may be accomplished by the standard mechanical type filters using spun glass, metal shavings or paper mats, etc. The cleaning of the air is not quite as complete with this type of filter as is obtained with the use of the electrostatic type, which is close to 100% efficient. The latter, however, is considerably more expensive to install and does not appear in all cases to be worth the added cost. If the electrostatic filters are used it is desirable to place mechanical filters behind the elec-

trostatic filters so that dirt and dust will not be drawn through in the event of power failure. In cases where the return air is re-circulated and re-supplied to the system it is desirable to filter the return air as well as the fresh air.

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Cartographic Record Filing in the National Archives

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THE Cartographic Records Branch of the National Archives has presently in its custody approximately 650,000 maps and related record items of varying sizes and shapes. This number will increase greatly as future accessions of non-current, permanently valuable Federal records are received. The equipment available for the Branch's holdings is now about one-half occupied, although some additional space will be obtained as the process of flattening remaining rolled-up records continues.

Two types of steel filing units are now in use, supplying a total — though not optimum — maximum storage space of almost 25,000 cubic feet. One type consists of a four drawer unit specially designed for the National Archives by the Public Buildings Administration and built under contracts let to private firms. The other design is a five drawer unit manufactured by the Hamilton Manufacturing Company of Wisconsin. The Public Buildings Administration assembly unit is 18 inches high, 64 inches wide, and 42 inches deep. The drawers have an inside measurement of 40x62 inches with a three inch height, which furnishes a maximum storage volume of 4.3 cubic feet per drawer. The units are being used in tiers of four assembly units each, placed back to back where possible, on two inch bases. This arrangement places the uppermost drawers six feet or so above floor level, requiring the use of portable footstools about eighteen inches high to give access to the contents. There is some question as to the advisability of having drawers any higher even if stack ceilings permitted, because of the bulk and size of the records involved. A few drawers are made with a hood extending over the back to prevent documents from sliding out over the rear, while others are equipped with flaps hinged at the top of the front panel for holding down the edges of documents to prevent their rubbing and catching on the bottom of the drawer above. All are furnished with large label-holders.

The Hamilton assembly unit of five drawers is 15 $\frac{3}{8}$ inches high, 53 $\frac{3}{4}$ inches wide and 41 $\frac{1}{2}$ inches deep. The inside measurement of each drawer is 38 x 40 inches with a two inch height, thus yield-

ing 2.2 cubic feet maximum storage space. Each drawer is equipped with a coated-canvas dust cover that serves a most useful purpose in holding down the contents of tightly-packed drawers, thereby preventing damage when opening or closing them. This unit is similarly stacked in tiers of four, bringing the height of the top drawer to five and one half feet above the floor level through the use of four inch bases. Here again, the use of the eighteen inch footstools is required.

The four drawer assembly units, placed in tiers of two, back to back, are used in place of work tables, for they are of convenient height, can be made as large in surface area as required, and serve their primary purpose as well. The smaller unit also can be utilized in this manner, although the work height of two such units is somewhat lower.

The varying sizes of the material making up the Branch's holdings present definite problems in filing, servicing, and preservation. Difficulty is experienced in handling large sheets, many in various stages of fragility, especially when mounted on cloth backs that add weight and friction to the contents of the drawers. One hand is needed to hold up a mass of documents, while the other is needed to insert or remove the map desired, and invariably all maps needed for services appear to be filed at the bottom of the heap! For this reason the shallower drawer is to be preferred. The use of folders made of firm wrapping paper, in which just a few maps are kept, has made this task of removal and insertion somewhat easier without adding too much useless material per drawer. Then, too, the brittle surfaces of maps are better protected from accidental scuffing and tearing.

The records in the custody of the Branch are non-current from the viewpoint of the agencies of origin and may thus be considered "retired." The various kinds of reference requests, however, as well as the number per month received by the Branch necessitate having all the records easily accessible, for any number of maps may have to be consulted before one or more suitable record items are selected for use in answering requests for information or reproductions. A more useful filing system for this type of record material would be one that permitted easy access to individual items, regardless of the volume involved, and which served at the same time as a permanent storage medium. This would seem to indicate the need for filing equipment in which durable folders holding four or five maps each would be placed on light-weight shelves or trays placed one above the other to a convenient height.

Should air-conditioning be lacking, the addition of dust covers over the front of each tier of shelves would be advisable.

It will be obvious from the preceding that only flat-filing is considered satisfactory, if for no other reason than that of the fragile nature and age of much of the record material. Bound groups of maps, if of substantial thickness, are in most instances removed from their bindings in order to fit into the drawers assigned to them. When the size of a map warrants, the practice is to dissect it into convenient sections, mount the entire document on cloth with a small space separating each section, and then fold it at these intersections when filing. Thus the physical unity of the map is preserved, while allowing for flat filing at the same time. This method adds somewhat to the difficulty in handling, however, particularly when filing into the larger drawers.

As a last thought may be mentioned the use of adequate lighting as a "must" for the proper servicing of map records. A light source giving soft, non-glare light is needed, as much of the material is stained and faded with age or annotated in pencil or color that has become faint over the years. Fluorescent fixtures are placed over the centers of the consulting "tables" in the Cartographic Records Branch, and they have been found to answer quite satisfactorily the problem of obtaining enough light without glare.

With additional storage facilities for Federal records of permanent value still in the planning stage, it is to be hoped that any future edifice will permit the tailoring of equipment to the peculiar needs of such record types as cartographic documents, rather than that such records will have to be fitted to equipment not adequately answering the service asked of it.

Review of Books

RICHARD G. WOOD, Editor

The National Archives

Records Management in the United States Government, a Report with Recommendations, prepared for the Commission on Organization of the Executive Branch of the Government [the Hoover Commission], by Emmett J. Leahy, Executive Director, National Records Management Council. (Washington. United States Government Printing Office, 1949, pp. 48, \$0.15.) Constitutes Appendix C to the Commission's Report entitled *Office of General Services*.

This is the widely heralded, controversial report of the Hoover Commission's so-called "task force" (or subcommittee of experts) on the subject of records management. That Commission selected, as its experts on records, the recently organized National Records Management Council, a private firm which sells consultative services to industrial corporations and which, incidentally, sold the present survey and report to the Commission for about \$9,000, as this reviewer understands. That Council's executive director, Emmett J. Leahy, is the author; and the report, though undated, is understood to have been written between April and October 1948.

The report contains several basic recommendations, most of them of far-reaching importance for the future administration of current and non-current Federal records, together with a variety of supporting observations as to what is wrong with record keeping, why it is so costly, and what specific remedies should be applied. In brief, the author first characterizes the Federal records problem as one of "fantastic quantities maintained . . . at excessive costs" (pp. 2-6), extending to an estimated billion dollars a year. Then follow two types of solutions to this problem — organizational and legislative. The author would (1) set up an additional bureau (to be called the "Federal Records Administration"), which would absorb the National Archives, absorb the non-current records depositories of the Defense Establishment and of other agencies, acquire additional warehousing for noncurrent records, supervise the weeding of records retired to such storage centers, and regulate certain aspects of current record-keeping on a government-wide scale; (2) establish a records-management office and install a "minimum" records program in all departments and agencies where a program is now lacking, and subject all agency programs to a degree of regulation and standardization by the new Federal Records Administration; and (3) pass a law that would give sanction to these central and local records organizations and (among other things) would exhort government officials to keep "only . . . necessary" records. These

recommendations were accepted by the Hoover Commission, virtually in toto, unlike the reports of some of the other 20-odd task forces, which were followed by all sorts of interesting minority opinions; and the Congress now has the report for legislative action. If legislation along these lines passes, it will vitally affect the Government's thousands of files people, archivists, and records administrators, its hundreds of file rooms, its dozens of records storage centers, and the untold thousands of consumers of current and noncurrent records throughout the Government and outside.

Although the broader recommendations of the report (p. 7) are organizational and legislative, most of the report (pp. 8-38) takes up particular functions, tasks, procedures, practices, and operations that make up current and noncurrent records administration programs. These detailed recommendations touch on a variety of records problems, most of which have been aired in the past in publications of this Society, of the National Archives, of the Inter-Agency Records Administration Conference, of Army and Navy records agencies, and of Congressional committees that have been concerned with archival budgets. The present report, however, rather than presenting a synthesis of the existing technical and promotional literature or a balanced appraisal of the ramifying records problem, emphasizes mostly such physical factors as warehouse space for noncurrent records, space and layout of file rooms, file cabinets and office supplies, labor-saving equipment, and the control of forms and the use of form letters. Such matters doubtless do represent cost-reduction factors, although the largest of them and the one that gets the most attention (the cost of office space and the amortized cost of file cabinets, amounting to about 55 millions annually, according to this report, pp. 2, 4), represents only 5 percent of the annual billion-dollar expenditure for records. More serious in terms of cost and efficiency are, in this reviewer's opinion, the problems of the quality of modern records, the quality of records personnel, and the need for what might be called better "quality controls" for the improvement of record-making and record-keeping. One looks in vain, in this report, for a discussion of such qualitative records functions as promoting the making of better records (in some cases, the making of more records rather than fewer); establishing more active (less passive) procedures and controls to insure the flow of important documents to the file room and to the noncurrent records center; appraising, modifying, and standardizing subject-matter structures for use in organizing self-indexing records series; preventing the over-indexing and under-indexing and abstracting of current accumulations; developing an administrative reference service that can handle not only "trees" but also "forest" types of inquiries; and promoting the conservation of reference information and its more effective dissemination to the consumer. These problems of the quality of records service are equally evident in current files management, in noncurrent records centers, and in the work of the National Archives; but the task force, by virtually ignoring such problems, has taken a narrow view of the records function as a management tool and as an operating service in government, in the opinion of this reviewer.

There are still other deficiencies in this report, judged as a promotional or "selling" document, as Mr. Leahy called it. The form of the report is very rough on the reader, and is badly organized and repetitious: each recommendation is discussed in at least three places, and the pattern of the argument is unpersuasive. Witness, on pp. 4-6 for example, three so-called "determining" historical factors that are presented as proven generalizations rather than as interesting hypotheses that might be explored. Furthermore, the report is filled with obscurities. See, for example, the statement that records administrators should use "tested" practices and equipment (why not experiment with "untested" matters?); that the new records bureau should "coordinate the management of the great quantities of records in Federal records centers with the objectives and requirements of the National Archives" (p. 6); that a new Federal records council with members of cabinet rank "should be responsible for . . . the use [!] of records . . . by public officials, scholars, and the [rest of the?] people" (p. 10); that "The 95 percent of Federal records outside The National Archives present primarily a management rather than an archival problem" (p. 24); and that the objective of the National Archives should be to "sustain a system of democracy and private enterprise" (pp. 1, 25; these two notable institutions are, happily, joined as "democratic capitalism" on p. 40). The number of clichés, bromides, and non-sequiturs that permeate the report seem to disqualify it as an effective promotional piece for use before the Hoover Commission, the Budget Bureau, and the Congress.

The Hoover Commission's own reactions to the *Records Management* report are worth noting here. They guardedly endorsed the report (in their letter of transmittal of Jan. 13, 1949) but accepted most of the language of the three basic recommendations in their own report to Congress (entitled *Office of General Services*, Feb. 12, 1949). But, whereas the task force had asked for a "minimum" program in each agency, the Commission asked for an "adequate" program (without, however, specifying the differences); and whereas the task force had set up one new bureaucratic layer over the National Archives and over the current records offices, the Commission would abolish the National Archives altogether as a separate agency and place still another layer (the Office of General Services) over the new central records Bureau. The Commission, moreover, fully endorsed the task force's emphasis on the quantitative problems of file cabinets and office space. In fact, the Commission's solution, within that narrow concept, goes to its logical conclusion: to intermingle the records-administration bureau, the supplies-procurement bureau, and the building-management bureau into one new Office of General Services devoted to matters of plant, equipment, and supplies. This distorted emphasis on the physical aspects of record keeping is further underscored in the Commission's separate report on *Departmental Management*, which contains its basic recommendations on the several management services (such as budgeting and accounting, personnel management, procurement of supplies, and information and publications), but which ignores records management altogether. The Commission likewise omits records management as a service function in each of its nine reports on individual executive departments, where,

again, all the other staff services (above) are properly delineated. One can only be convinced that the Hoover Commission, while it may have accepted the *Records Management* report in its quantitative aspects, has not been persuaded to dignify records management as a major separate staff service in government.

While the *Records Management* report and the Commission's report have all but ignored the problems of improving the quality of records service, it is interesting to note in passing that the other Commission reports and the other task force reports, which are of course not concerned with records problems per se, again and again notice the costliness and inefficiencies of poor-quality records as an important element in a given administrative problem; and rarely, incidentally, do they seem to be particularly concerned with the quantity of records, except as a research problem. Thus, the *Departmental Management* report calls for a better internal reporting system within each agency; the *Statistical Agencies* report finds that statistical data are frequently poorly classified, lacking in comparability, and faulty in coverage; the *Revolving Funds* report notes that the records of the Reclamation Fund are not "complete and accurate"; the *Lending Activities* report finds that there is "no reliable data as to the present lending activities of the Farmers Home Administration"; the *National Security Organization* report finds that intelligence records are not "full and accurate" and that the collection systems are not well enough coordinated; the *Foreign Affairs* report regards the documentation on foreign-policy formulation as inadequate; and the *Supply Activities* report finds that purchasing officers' cost records and their records on current market conditions are inadequate or non-existent. Surely these are all important records-related problems for which imaginative and energetic records administrators should be expected to have at least some of the solutions.

Other Hoover Commission reports, furthermore, not only mention such qualitative records problems as the above, but also contain positive ideas that could readily be translated into practicable solutions. Thus, the standardization of headings in the "appropriation structure" in each annual budget document along functional lines (recommended by the task force on budget and accounting) suggests to this reviewer a feasible basis for standardizing and keeping up-to-date certain types of basic functional headings in records filing systems, by means of direct transpositions from the budget structure; and the greater standardization of commodity nomenclature (recommended by the task force on supply) has an obvious direct application to the bedevilling problem of standardizing and keeping up-to-date the file headings for commodity data. The idea of a central union catalog of statistical report series (recommended by the task force on statistical agencies) suggests the feasibility of building a union catalog of current records series (based perhaps on records control schedules, if they are well prepared) to serve not only as a disposal tool but also as a first-rate reference tool; and the idea of an inter-agency periodical on statistical problems (mentioned in the same report) suggests the desirability of an inter-agency bulletin for disseminating descriptions, critiques, and bibliographical data on record-keeping theory and practice.

The work of the Hoover Commission has revealed many administrative problems that have a records "angle," and the Records Management task force has touched on some of the elements of sound records management that might contribute to greater economy and efficiency in governmental operations. The present report has, however, hardly scratched the surface, in this reviewer's opinion, in diagnosing the situation and prescribing improvements; and its claim (on page 1) to being "the first . . . balanced appraisal" of Federal records administration is contradicted both by historical fact and by the content of the report itself.

MARTIN P. CLAUSSEN

Alexandria, Va.

The English Archivist: A New Profession, by Hilary Jenkinson. (London. H. K. Lewis & Co., Ltd., 1948. Pp. 31.)

In this "INAUGURAL LECTURE for a new course in ARCHIVE ADMINISTRATION delivered at UNIVERSITY COLLEGE LONDON 14 October 1947," the distinguished Deputy Keeper of the Records gives the benefit of his long experience and broad knowledge to those who are beginning their training in this newly developed profession. Starting with a definition of the word "archives," he proceeds to present a very practical statement of the manner in which archives are created, the importance of their relationship, the "Uses and Users" of archives, the "Importance of Custody," and the "Universality of Interest." He explains how the recent appreciation of the value of archives has led to the emergence of the profession of archivist, and he traces the development of that profession in England.

He asks: "What are we to teach them?—those who are to become archivists," and he undertakes to answer that question, at least for English archivists, by discussing their functions and the subjects they should study. They should be careful to preserve, he says, the "Material Evidences" in matters of arrangement, physical condition, and the like. They should become familiar with the different types of handwriting to be found in the archives. They will need medieval Latin, the special *patois* of the lawyers of the seventeenth century, and English "in all its larger developments from the fifteenth century onwards." They should also be familiar with the forms of wording used in the different documents at various periods. To understand the archives of various agencies of the government they should study administrative history. To preserve the records properly the archivist will need to be something of a Jack-of-all-trades, with some knowledge of sorting, arranging, listing, book-binding, repair, photography, and other fields. He should do everything possible to make his materials available for research and to guide the researcher to the information that is needed. There follows a discussion of the problem of caring for the local archives and of the relationship between the archivist and the historian, which, says the author, should be close and friendly.

There is nothing in this lecture that is startling or radically new to the

American archivist. Some of the material is not applicable to the American scene, and most American archivists will probably disagree with the author in his unyielding opposition to lamination as a method of repair and preservation of archives. In the main, however, it is a common-sense statement of some of the fundamentals of the new profession and is well worth reading by everyone engaged in such work on this side of the Atlantic.

Mr. Jenkinson's concluding section is so well phrased and is so closely in accordance with the views of the present reviewer that perhaps it will be permissible to quote it in some detail. "The Archivist's career . . .," he says, "is one of service. He exists in order to make other people's work possible, unknown people for the most part and working very possibly on lines equally unknown to him; some of them perhaps in the quite distant future and upon lines as yet unpredictable. His Creed, the Sanctity of Evidence; his Task, the Conservation of every scrap of Evidence attaching to the Documents committed to his charge; his Aim, to provide, without prejudice or afterthought, for all who wish to know the Means of Knowledge. Apart from the material reward of a modest livelihood, and the lure of interesting work, what inducements to this career can we hold out?"

"I think myself it lies in the fact that the good Archivist is perhaps the most selfless devotee of Truth the modern world produces. That form of devotion has not been common of late years: in fact there has been a strong tendency in the opposite direction and it is because of that tendency that we stand where we do today. . . . I am not so foolish as to claim for the work I have endeavoured to describe to you the quality of a panacea against the evils from which we are all suffering: but the men and women who take it up may, I think, tell themselves that at least in their Profession the world has found one answer to the Propagandist."

Could there be a finer statement of the ideal the archivist seeks to attain?

CHRISTOPHER CRITTENDEN

*North Carolina Department of Archives
and History*

The State Historical Society of Wisconsin, A Century of Service, Addresses delivered in Commemoration of the One Hundredth Anniversary of the Founding of the Society. (Madison. State Historical Society of Wisconsin, 1948. Pp. vix, 76. Illustrations and appendix.)

These addresses, in commemoration of a most important state supported historical society, serve as a guide to the purposes for which such an organization exists. In a more general sense, many of the ideas, expressed or implied, are a statement of the challenge of historical activities; a credo, if you will, for historical society personnel and archivists alike. Specifically, the addresses are a contribution to the history of the Society outlined by Clifford Lord in the "Introduction" and woven into the discussion of functions. In time they may be a primary source for the history of the Society, since they outline future plans for development by its present leaders.

What are the functions and problems discussed? Governor Goodland, in his address, "The Society and the State," describes the Society's educational activities and its potential importance as an archival agency. As the public records program develops, archivists can expect the Society to become a leader in the field of state records, as it has long been in the field of historical research and publication, just because of the dynamic character of its other work. Chief Justice Marvin Rosenberry of the State Supreme Court, in speaking of "The Society and the Citizen," emphasizes its leadership as a source of historical information and inspiration to the individual. Dean Mark H. Ingraham of the University describes the Society as a brother to the University Library, sharing in research. Professor William B. Hesseltine describes the relation of the Society to the historian under the leadership of a distinguished series of superintendents and their assistants. Other addresses emphasize the relation of the Society to industry, agriculture, and education, and, in so far as they relate to research and public service, they could well be used to test the adequacy of archival agencies. Of importance to education and museum personnel are addresses dealing with junior historical societies and the museum itself. Along with the discussion of the need for a Farmer's Museum, there is evidence of the growing complexity of historical consciousness, from artifacts to records, and of activities which are closely interrelated to archives, but not part of our every day work. The appendix, which is a roster of the presidents and members of the Board of Curators of the Society, is a tool of value to the Society and to those who know Wisconsin history. Through these addresses, the State Historical Society of Wisconsin has made a distinct contribution to the definition of historical purpose.

DAVID C. DUNIWAY

Oregon State Archives

Thirteenth Annual Report of the Archivist of the Hall of Records, State of Maryland, for the Fiscal Year July 1, 1947 through June 30, 1948. (Annapolis, 1948, pp. 53.)

The Archivist of the Maryland Hall of Records is one of the most accomplished technicians among all state archivists. Even so, no reviewer could let the following sentences from the opening paragraph of his letter transmitting his thirteenth annual report to the Hall of Records Commission go unchallenged — "Since this report is for our thirteenth year, there has been time for all of the work at the Hall of Records to fall into fixed categories. Moreover, we have had so much experience in each category that our product is uniform and characteristic. The only obvious measure, therefore, of the success of any year's work is quantity."

Obviously, there are other criteria than quantity which must be used to measure and evaluate operations of an archival agency. This will become increasingly apparent to state archivists as they are forced to meet the problems of modern records. In connection with early completion of a filming project on county records, apparently sponsored by the Genealogical Society of the

Church of Jesus Christ of Latter-Day Saints, Dr. Radoff observes that, "Unfortunately, the Mormon Church has no interest in materials after 1850 . . ." and he inquires of the Hall of Records Commission whether ". . . later records should also be filmed at the expense of the State or the Counties . . ." or whether ". . . our responsibilities end at an arbitrary date [1850] which marks the end of the 'Historical' period."

On the whole this report belies the appearance of self-satisfaction and evidences significant accomplishments, not only in the "normal" functions of the agency, but in such special fields as editing and publishing a revised state manual, collecting and distributing state publications and participating in the establishment of a new state agency, the Department of Information, the first annual report of which is included with that of the Hall of Records. A significant activity not covered in this Report, contrary to previous years, is the sponsorship of and participation in, together with the National Archives and the American University, of the Summer Institute for Archivists. This is an outstanding contribution on the part of the Hall of Records and the State Archivist toward the training of archivists and the Hall of Records Commission and the state as a whole should be continuously aware of it.

SHERROD EAST

Department of the Army

Annual Report of the Public Archives Commission, State of Delaware, by the State Archivist for the fiscal year July 1, 1947 to June 30, 1948, by Leon de Valinger, Jr., State Archivist. (Dover, Delaware, 1948. Pp. 65.)

The Public Archives Commission of the State of Delaware, like most archives and record-keeping agencies, seems to be hampered somewhat by the lack of experienced personnel and the funds necessary to procure the same. But in spite of these handicaps, the archives appears to have made noticeable gains in the fiscal year 1948. With the exception of the Memorial Volume of the State of Delaware, the World War II records for the state have been brought up to date; projects abandoned during the war years have been resumed; and a large portion of the state's housekeeping records are being micro-filmed. Work has continued on building up a file of birth, marriage, and death records for the period prior to the establishment of the Bureau of Vital Statistics in 1914. Photostatic copies are made from church records, family bibles, and newspapers.

The one outstanding event of the year was the actual beginning made on the founding of the State Museum. The deed to the Old Presbyterian Church in Dover (built 1790) was turned over to the Governor on May 1, and a start has been made toward the raising of \$40,000 to restore it as a museum.

Finally, it should be mentioned that a complete list of all accessions, manuscripts, books, periodicals, and sound recordings, acquired either by purchase or gift, is contained in the report. While the year could not be called one of

unusual importance, still it must be considered as a successful one for the archives.

LUCY E. WEIDMAN

Department of the Army

El Indice del Archivo Del Tribunal del Consulado de Lima. República del Perú, Ministerio de Hacienda y Comercio, Archivo Histórico. (Lima, Empresa Tip. Salas e Hijos, 1948. Pp. lix, 227.)

The fifth publication of the Historical Archive of the Ministry of Treasury and Commerce of Peru is both a documentary and an archival guide. It comprises an index of the archive of the Tribunal del Consulado, which was prepared at the close of the eighteenth century, presumably by the first archivist of that tribunal, who was appointed in 1768. The index is a listing, under appropriate subject headings, of important documents of the Consulado, which played such an important role in the commercial life of the Spanish colony. Each entry gives the date, a very complete abstract of the content of the document, the folios, and the location in the volumes or legajos of the archive as it then existed. There are references to fifty-five volumes and to forty-six legajos (variously numbered from 2 to 104). Most of the extant volumes are in the Archive of the Ministry of Treasury and some of the remainder are in the Library of the Ministry of Foreign Affairs. None of the legajos exist at present and the documents cited in them are not in the Archive of the Ministry of Treasury, although some may be found in other repositories. The abstracts are sufficient to indicate much of the history and development of the Consulado and to give many details regarding its activities from the date of its establishment in 1613, in conformity with the Royal Order of 1593, down to the close of the eighteenth century.

There is included in the volume a valuable study, entitled "Estudio Histórico del Consulado de Lima, 1593-1887," by Dr. Robert Sidney Smith of Duke University, which traces its history through both the colonial period and the republican era, down to its final abolishment. The concluding section of this study presents a bibliography of the manuscripts and printed works dealing with the Peruvian consulado.

The preface, by Sr. Federico Schwab, the active and energetic director of the Archive, gives the history of the *Index*, describes the volume in which it is recorded, and indicates the extant records to which it refers. The volume is a valuable contribution to the archivology of Peru.

ROSCOE R. HILL

Washington, D. C.

Guide to the Lancashire Record Office, by R. Sharpe France. Record Publication No. 2. (Preston. Lancashire County Council, 1948. Pp. ix, 121. Price 3/6.)

An equal-sided triangle based on the twenty-five or so miles between Liver-

pool and Manchester — the fourth and fifth cities of Britain, each with a university apiece and each with more than three quarters of a million inhabitants — would project its apex north the short distance to Preston, industrial satellite, shire seat, and home of the Lancashire Record Office.

Born in the dark year 1940, but defiant of war and aftermath, this archival enterprise quietly transcends the temper of the times and provides this useful Guide, evidence, if one were needed, that the long view never quite dies in Britain. Here in Lancashire, as for comparison in Hertfordshire, the local archives has received the able backing of the County Council, which, as the present Lord Lieutenant and Custos Rotulorum, the Right Honorable Earl Peel, points out in the Foreword, initially provided the necessary accommodation and specialist staff. The frontispiece, the only illustration, pictures the inviting search room at Preston.

The scope of the *Guide*, according to the introduction by the County Archivist, R. Sharpe France, denotes a compromise between the "barest of lists and a detailed explanatory description." The reader will find in the classification scheme the following main headings: Court of Quarter Sessions, Court of Annual General Session, Courts of Petty Sessions, Lieutenancy, Shrievalty, County Council, Statutory Authorities, Ecclesiastical Records, Palatinate of Lancaster, Appeals Tribunal, Manorial Records, Private Muniments, and Miscellanies. Any friend of the County Palatine of Lancaster will soon find that never before have the local records been made so readily accessible to the student of detailed historical affairs. Subordinate arrangements, indexing, and typography — the booklet was printed at Preston — have been handled with much simplicity and modest good sense.

Documents of every century from the fourteenth to the twentieth are represented, and some series even come forward to date; but documents of the seventeenth, the eighteenth, and the nineteenth centuries predominate. The searcher who reads the rules in Appendix A will learn that documents later than 1900 cannot in general be consulted without special permission. Elsewhere he will find, that provided he demonstrates a true historical interest, he will not be required to pay fees for inspecting documents of earlier vintage than 1889. The *Guide* does not indicate the degree of calendaring already attained, for the felicitous reason that the rate of progression would so soon outstrip the indication.

The core of the collections is the Lancashire Quarter Session records, so important that Appendix B gives a thumbnail sketch of what happened to them during the last century and a half. Already all the Session Order Books down to 1888, besides a number of parochial documents, have been micro-filmed. Another matter of special note about the collections is the degree to which they have been augmented by deposits from individuals and from public bodies and institutions. The Earl of Derby's family, the Stanleys of Knowsley, have deposited, for example, over 7,000 leases, deeds, and other family documents.

Rovers who have breasted the countryside away from London and inquired into local record-keeping will regret that so few counties can hope to attain

in one decade the archival stature of Lancashire, so succinctly pointed up in this *Guide*.

H. B. FANT

National Archives

Records for the Control of Growing Manufacturing Enterprises, by Paul F. Lawler. (Division of Research, Graduate School of Business Administration, Harvard University, Boston, Massachusetts, 1947. Pp. viii and 131. Illustrations and appendix.)

In very concise terms Mr. Lawler has endeavored, after a detailed on-the-spot study of thirty-seven small manufacturers in various fields, to present a summary report on current records practices in the firms surveyed. His very readable book is divided into two parts, the first, "Management's Use of the Records," and secondly, "The Specific Records." The first part of the study discusses the types of records, the effect of growth upon the creation of records, the cost of records, and the like, and concludes with a recapitulation in which the author agrees that in the companies studied the records maintained fulfilled "management's needs quite well." Since the section is confined almost entirely to production records, the matter of the adequacy of records concerned primarily with policy, finance, employment, marketing, and field control are but incidentally handled.

In Part 2, the author presents a summary of the specific records in use, their methods of creation, the routing, use, and some information on the correlative value of the records when considered as a whole. The section concludes with an appendix which will interest archivists and current records officers and supervisors; it charts the "proportion of record keepers," expressed as a percentage of total employment in the thirty-six companies studied. In view of the current and widespread practice of using the least trained, poorest paid employees as file or records personnel, with resulting high turnover and lack of continuity of both direction and procedure, it would be interesting to know whether improvement in such matters would have altered Mr. Lawler's statistical summary.

Mr. Lawler has contributed a very important work to the field of corporation or business records. The reviewer feels, however, that in connection with his discussion on waste [time and effort] as well as personnel, Mr. Lawler might add to later editions information as well as recommendations concerning the type of person selected for records work, the in-service training of records personnel, the establishment of overall records systems, and the control of records during the period of their active life as well as the later period when they form the basis of a company archive or are disposed of by various methods. It would be interesting to know whether the firms studied by Mr. Lawler undertake to summarize the salient statistics and other information contained on the various forms which he lists into a complete summary of company operations.

The Harvard School of Business Administration is to be congratulated upon

recognizing the importance of adequate business records in business administration, and it is to be hoped that the school will institute courses in records creation, practices, control, and evaluation in connection with advanced degrees to be awarded its graduates.

It is to be regretted that the author failed to use other studies and publications in the field of current records with which he might have made comparisons. A considerable literature in this field, although unfortunately largely unknown even to records supervisors, has been accumulated in the past few years. The reviewer was disappointed by the lack of a bibliography, and especially by the inexcusable absence of an index. While these purely technical faults do not detract from the excellence of Mr. Lawler's study, they do limit the use of his publication.

HERBERT O. BRAYER

International Council on Archives

Third Report of the Saskatchewan Archives, for the Period June 1, 1947 to May 31, 1948. (Regina. The Archives Board of Saskatchewan, 1948. Pp. 31.)

This report was prepared by Professor George W. Simpson of the Department of History, University of Saskatchewan, who is also the Provincial Archivist and Secretary of the Archives Board of Saskatchewan. The Province of Saskatchewan in 1945 created an Archives Board and designated the University as "the custodian of all public documents and court records transferred to the Archives pursuant to this Act." The Provincial Archivist is appointed by the Board of Governors of the University, subject to approval by the Saskatchewan Archives Board. Two of the five members of the Board are also appointed by the University, two are appointed by the Lieutenant Governor, and the fifth is the Legislative Librarian of the Province.

Such a close relationship between a university and a public archives is not common in the United States, and should be of interest. In addition to the linking of the University and the Archives, the Archives serve Saskatchewan as a center for historical activities. The present report announces the launching of *Saskatchewan History*, a quarterly, edited by Professor Hilda Neatby of the University of Saskatchewan. This coördination of university instruction, public archival services, and historical publication should prove fruitful.

The *Third Report*, in its few pages, presents a clear impression of an intelligently organized program of servicing of documents, disposal of useless materials, library service, microfilming, and publication that would do credit to a much larger organization. The *Report* concludes with a list of accessions for the year ending May 31, 1948. The Archives Act of 1945, as amended in 1947, is published as an Appendix.

CARLTON C. QAULEY

Carleton College

Third and Fourth Annual Reports of the Curator. Collection of Regional History. Cornell University. 1946-1948 (Ithaca, N. Y., 1948. Pp. 67.)

These reports show a reputable increase in an interesting new collection, both in numerical content, and in selectivity. For the beginner in similar work, the report is full of ideas as to how interesting material may be located, and, better still, how possessors of such material can be persuaded to part with it. Collectors of ana everywhere may be advised to watch the further development of this collection with care.

Of especial note is the attention being paid to financial records, of which the collection is gathering both originals and microfilm to an extent that will soon make this a center for the student of economic history. The careful description and indexing of these accessions make the report a good reference tool for scholars in this field.

ELIZABETH CLARKE KIEFFER

Franklin and Marshall College

Report of the Department of Archives and History of West Virginia 1946-1948. (Charleston, 1948. Pp. 15.)

This *Report* covering the fiscal biennium, July 1, 1946, to June 30, 1948, bears evidence of a good comprehension of modern archival methods and describes the efforts of a staff of six to fulfil the requirements of an archives, a museum, and the publication of an historical quarterly. Considerable progress is evidenced by the formal archival training course pursued by the librarian, the rearranging and indexing of archival material, the accessioning of West Virginia imprints and the works of native authors, the microfilming of old newspapers, the modernizing of the lighting system, and the enlargement of the stack area.

The interest of the staff and their devotion to duty despite the limitations of the budget and inadequate legislation is apparent throughout the *Report*. It is to be hoped that future reports will disclose that more public and official support is given to this important work than the present *Report* discloses. Despite the fact that a complete list of the books added to the Department's library was published in the *Historical Magazine*, the *Report* would be enhanced by an indication of the classifications and the quantities of the accessions.

LEON DEVALINGER, JR.

Delaware State Archives

Ninth Annual Report of the Archivist of the United States on the Franklin D. Roosevelt Library 1947-1948. (Washington, United States Government Printing Office, 1949. Pp. iii, 18.)

This is a concise, well-written report on the work performed, the financial status of the Library, and the aims, objectives, and plans for its further development.

Of special interest are: the record of accessions, which includes the final settlement of the Roosevelt papers in the White House at the time of the President's death; the efforts to collect materials which will supplement the main collection of the Library; the continuing popular interest manifested in both the museum and the Library, as indicated by some 400,000 visitors; the magnitude of the sorting, indexing and collating program; and the amount of work performed and the results achieved by the present limited staff. An appendix on the regulations of the use of the Library is included, as well as a report of the Board of Trustees. The report covers only thirteen pages, and it is recommended that all who have interest in the progress and problems of the Library procure a copy either from the National Archives or from the Government Printing Office.

HUGH M. FLICK

New York Division of Archives and History

Storage of Microfilms, Sheet Films and Prints (Safety Film Base and Paper Base Materials Only) by the Eastman Kodak Company. ([Rochester?] 1946. Pp. 15.)

This pamphlet deals with the problem of preserving photographic records. It is very timely, for the quantity and importance of such records is increasing rapidly. In caring for photographic records, it is necessary to observe all the usual precautions which apply to records, such as, protection from fire and chemical contamination and avoidance of extremes in temperature and humidity. In addition there are certain special attentions that must be given to records on microfilm or on photographic paper. It is extremely important that the image be permanently fixed in a fresh hypo bath and that all soluble silver compounds be removed by thorough washing in clear water. In storing such records it must be remembered that microfilm especially is sensitive to variations in relative humidity; 40% to 50% being considered ideal. As the relative humidity becomes higher than 60%, there is increasing danger from mold or rust particles from the metal reels and the reactions which produce stains are accelerated. If it drops below 25%, the film becomes brittle and is easily cracked or broken.

The last two pages of the pamphlet contain formulae for solutions which may be used (1) for testing the thoroughness of washing; (2) for eliminating hypo; and (3) for increasing the permanency of silver images.

GUST SKORDAS

Maryland Hall of Records

The Preservation of Historical Records in Solicitors' Offices, by Sir William Ll. Davies. (Aberystwyth, National Library of Wales, 1947. Pp. 22. Illustration.)

This "enlarged version" of an address given before the Associated Law Societies of Wales is noteworthy both as a commentary on the value of legal

records and as evidence of intelligent care by a library for the significance of archives as such. Mr. Davies here points out that the National Library of Wales, now in its fortieth year, has a dual function as library and public record office. One reason why the distinction between the two is not always easy is shown by Mr. Davies' list of materials received largely as a result of a circular letter sent to Welsh solicitors ten years before. They include court docket books, minutes of petty sessions, and county and borough registers and accounts, as well as nongovernmental records of families, political associations, manors, railways, and iron factories. Libraries acquiring public records of which official custody has been broken are often tempted to lose their archival integrity among bodies of miscellaneous manuscripts, but the temptation appears to be more effectively resisted in the British Isles than in some American institutions. The National Library of Wales, established in 1909 as an outgrowth of a collection at the University of Wales, has an outstanding record in which Mr. Davies has been a leading factor. Its efforts are toward preservation of twentieth as well as twelfth century materials. Mr. Davies has also been an official of the British Records Association, and appends to this address extracts from its important *Memorandum No. 7, Modern Records—What May We Destroy?* (1943) which lists classes of documents that should be preserved or considered for preservation.

PHILIP C. BROOKS

National Security Resources Board

Survey of the Recorder of Deeds Office, Philadelphia, Pa., by Thomas Amelia. (Philadelphia, Pa., the Philadelphia Committee, Pennsylvania Economy League, Inc., June 1948. Pp. 17, n.p.)

Report of Survey on the Office of the Prothonotary, by Thomas Amelia. The Philadelphia Committee of Pennsylvania Economy League, Inc., (Philadelphia, Pa., December, 1948. Pp. ix, Charts, Facsimiles, n.p.)

Although these two survey reports were made by an administrative analyst primarily for the purpose of promoting economy and efficiency in office management, at least one-half of each volume is devoted to topics of interest to archivists. For purposes of brevity only the most common and durable features of both books as to approach, volume of business, office layout and techniques, and suggested remedies will be reviewed here.

The Recorder's office houses deeds and conveyances dating back to 1683; the office, if not all records of the Prothonotary (Clerk) of Common Pleas Court originated in 1707. In the former, more than 100,000 instruments are recorded annually, with yearly receipts running in excess of \$400,000. The volume of business in the latter office is approximately the same as the former. In both situations, there is an excessive amount of manual copying of indexes and registers, and both suffer from a plethora of inactive records, with a consequent lack of adequate storage space. For both offices the surveyor recommends microfilming of old records, purchase of locked loose-leaf binders, es-

tablishment of systematic record making and keeping program, and adoption of many simple, common sense rules, with probable savings amounting to \$100,000, and 90 per cent of existing storage space.

There is also a recognition of the need for a central archives building for the city of Philadelphia. Meantime, it is suggested that the Pennsylvania Historical and Museum Commission, which apparently is empowered to inspect, recommend and enforce existing laws as to preservation of public records, not only of the Commonwealth, but also for those in the various counties and cities. This report has stimulated interest in preparation of clarifying legislation so that the Prothonotary may begin an inventory of his office records with a view toward providing for implementation of the recommended program.

The author reports several items of progress under way in the management of the Recorder's office. There appears to be need for a drastic overhauling of procedures in the Prothonotary's office. Here, the survey reveals glaring inefficiencies in the methods of making "Fictitious Names" indexes, in recording "Partition Dockets," and in the retention and use of a multiplicity of printed forms. The survey points to space-consuming horizontal ("county-style") files for recent and current documents, to "the appalling condition" of electrical fixtures and wiring in storage rooms, together with fire-inviting rooms in which papers, supplies, old clothing, and "junk" are strewn around floors with devastating impartiality. An outline of a comprehensive record system is provided in the concluding pages of the Prothonotary's survey. Both of these studies are indicative of an intelligent appreciation of archival science at the local level. Both author and sponsor should be congratulated for their initiative.

FRANK W. PRESCOTT

University of Chattanooga

Twenty-Second Biennial Report of the North Carolina Department of Archives and History, July 1, 1946 to June 30, 1948. (Raleigh, N. C., North Carolina Department of Archives and History, Bulletin No. 46, 1948. Pp. 64.)

The Eric Norden Collection. An Inventory of a Group of Survey Plats Drawn for the Most Part by the Late Eric Norden and Covering Land Areas Located Chiefly in Southeastern North Carolina, compiled by Henry Howard Eddy and Frances Harmon. (Raleigh, N. C., [North Carolina] State Department of Archives and History, 1949. Pp. 40.)

At least two of the needs of the North Carolina Department of Archives and History are shared by the archival agencies of many other states, namely, an adequate salary schedule and a new building. Dr. Crittenden argues for increased salaries, citing the unfavorable economic position of his staff and pointing out that present salaries have resulted in an undesirably high rate of personnel turnover. Several persons remained with the Department only a short time before leaving for more lucrative jobs. One of these was Mr. Henry

H. Eddy, who came from New York in June of 1946 and left for Pennsylvania in May of 1948. He was acting director at North Carolina for most of the first year covered by the report, during which time Dr. Crittenden was at the National Archives as assistant director of the World War II Records Project.

Recommending a new and well-equipped building, the director asks for continued emphasis upon the state records program of the Department, for the expansion of the publication program, and for the establishment of a program of travelling exhibits. The report also deals with accessions, arrangement and description, reference, publications, displays, and the historical marker program.

The Eric Norden Collection, published in 1949, but prepared in the biennium, is a descriptive list of some 140 maps and plats, most of which were drafted by Eric Norden (1869-1946), a Swedish-born civil engineer. A biographical sketch prefaces the list. The maps are chiefly large-scale plats of small areas in southeastern North Carolina. The entries are arranged alphabetically by county, thereunder by local place-names. Although the list is largely of local interest, a map of that portion of the State mainly concerned, annotated to show the approximate geographical locations of the areas covered by the collection, would increase the understanding of readers insufficiently acquainted with the local place-names.

KENNETH F. BARTLETT

National Archives

Interim Handlist of Somerset Quarter Sessions Documents and Other Official Records, prepared by Somerset County Council, County Records Committee. (Taunton. Somerset, 1947. Pp. 68.)

The county records committee of the Somerset County Council is to be commended for its publication of an *Interim Handlist of Somerset Quarter Sessions Documents and Other Official Records preserved in the Somerset Record Office in the Shire Hall at Taunton*. The introduction indicates that lists of unofficial documents and eventually a general handlist containing more detailed information will be published in the future.

Since the arrangement of the material is intended as far as possible to reconstruct the original archive arrangement of the county records, the listings are made under the office or official in whose keeping the various records were. The lists note the nature of the documents, the dates, the number of volumes or bundles, and give a brief statement of the contents unless the category is self-explanatory. The bulk of the records, as the title of the handlist indicates, are those of the court of quarter sessions. These include sessions rolls and books, some of which date from the latter half of the 16th century (the 16th and some of the 17th century sessions rolls and books have been printed by the Somerset Record Society, vols. xxiii, xxiv, xxviii, xxxiv); records of the various administrative functions performed by the justices, such as the assessment of wages, supervision of bridges, highways, gaols, houses of correction, ac-

counts, and the like, 17th to 19th centuries; documents deposited with the court, having to do with property transfers, religion, elections, juries, and appointments among other matters, 16th to 19th centuries; documents relating to qualifications of justices, 17th to 20th centuries; and documents concerned with the office of the clerk of the peace, 19th century. There are also some 19th century records of courts of petty sessions and a few documents, chiefly 19th century, which pertain to the *Custos Rotulorum*, the lieutenancy, and the shrievalty. In addition, there are records of the boards of guardians, 18th to 20th centuries; turnpike trusts, chiefly 19th century; prison commissioners, 19th to 20th centuries; and a variety of parish records, largely accounts, some dating from the latter half of the 16th century, which have been transferred to the county record office. In a brief introduction, Mr. A. W. Vivian-Neal, chairman of the county records committee, reviews the history of the Somerset County Records Office which was first established in 1619 in a "strong and convenient room" adjoining Wells Cathedral. Only when a shire hall was built at Taunton in 1858 were the records removed to their present location.

It is to be hoped that more county councils and also custodians of town and borough archives will follow the example of Somerset and publish annotated lists of the records in their possession. As a detailed study of this list for Somerset will indicate, local archives contain a large amount of material which is of interest to social, economic, and legal historians, as well as to local historians. At the present time many of these records are practically inaccessible to any but the most diligent researcher because of the difficulty of knowing where they are to be found. Not until other lists of this type are published will this valuable material be used as it should be used.

ELISABETH G. KIMBALL

Westbrook Junior College

News Notes

MARY C. LETHBRIDGE, Editor

The National Archives

THE NATIONAL ARCHIVES

Records, ranging in date from 1816 to 1945, of 80 consular and diplomatic posts located throughout the world have recently been received by the National Archives from the Department of State. The Panama Canal has transferred records, 1879-89, of the French canal company organized under Ferdinand de Lesseps, which were turned over to the second Isthmian Canal Commission in 1904. Among other records received recently by the National Archives are Selective Service System records, 1940-47, chiefly microfilmed, including registration cards, instructions from State headquarters to local boards, materials relating to conscientious objectors, case files of registrants who appealed to the President, and docket books of the Presidential Appeal Board; records of the Monuments, Fine Arts, and Archives Section of the U. S. Office of Military Government for Germany, 1946-47, consisting of questionnaires, reports, and about 1,800 photographs of war-damaged cultural institutions and monuments in the U. S. Zone of Germany; and records of the 1949 Inaugural Committee.

An agreement has been reached between the National Archives and the Library of Congress on their provinces in the field of motion pictures. Both have authority to acquire Government and non-government films, with the result that there has been some overlapping in acquisitions. To prevent duplication of effort, promote operational efficiency, and contribute to governmental economy, the National Archives has agreed to relinquish its interest in non-government films and to be exclusively responsible for films produced by or for agencies of the United States Government that become part of their records. Non-government films now in the custody of the Archivist, except, of course, for such films as have become part of official files, will be turned over to the Library of Congress if the permission of the donors of such motion pictures can be obtained. In turn, the Library has agreed to limit its acquisitions to non-government films, except, for instance, when government films are copyrighted, and has expressed its willingness to transfer to the National Archives its Government films.

Negative microcopies, positive prints of which may be purchased, have been made recently of the "Captains' Letters" to the Secretary of the Navy, 1826-40 (172 rolls); population schedules of the Census of 1830 for New Jersey (5 rolls) and New Hampshire (5 rolls); despatches from U. S. Ministers to Japan, 1858-77 (31 rolls); papers of General Wilhelm Groener, 1877-1938 (27 rolls); and certificates of registry, enrollment, and license issued at Edgartown, Mass., 1815-1913 (9 rolls).

THE FRANKLIN D. ROOSEVELT LIBRARY AT HYDE PARK, N. Y.

Former Secretary of the Treasury Henry Morgenthau, Jr., has given to the Franklin D. Roosevelt Library the extensive collection of personal papers accumulated by him during his period of service in Washington. The papers, which have become known as the "Morgenthau Diary," consist of 864 typescript volumes of private notes and memoranda, copies of letters, transcripts of conferences, and similar materials accumulated by Mr. Morgenthau in the period 1933-45.

Because of the intimately personal character of many of the papers in the collection, Mr. Morgenthau has stipulated that during his lifetime they may be examined only by persons authorized by him. After his death they will be open for research purposes, except for certain specified categories of documents, access to which will be restricted for a period of 25 years.

All of Franklin D. Roosevelt's political papers and correspondence for the period prior to 1933, except for a small group in the period 1928-32, have now been opened for research purposes. Among papers of the White House period that have recently been made available for use are all copies of drafts of President Roosevelt's speeches and public statements, reading copies of speeches, and the background materials gathered in the preparation of speeches. The White House papers bearing on philatelic matters have also been opened for use.

LIBRARY OF CONGRESS

On April 4 Dr. Waldo Gifford Leland, former president of the Society of American Archivists, became the Library's Consultant in the History of International Intellectual Relations. He will assist in the collection of material in his field, aid the Library's users in its interpretation, and do research for early publication on recent accomplishments in this vital area of contemporary history.

Dr. Lewis Hanke left for Mexico in January to begin an eight-month assignment under a program jointly sponsored by the State Department and the Library. He will confer with historians, archivists, and librarians and visit cultural institutions in the provinces as well as in the Capital. The establishment of a unit of the Photoduplication Service in Mexico City provides a technical basis for the program to which he will devote an important part of his time, that of microfilming printed and manuscript material in Mexico for needs of individual scholars and other institutions in the United States and Mexico.

The papers of General William Mitchell have been deposited in the Library of Congress as a gift to the nation. The Mitchell papers, which include letters, diaries, clippings, photographs, and a mass of manuscripts (many unpublished), form a comprehensive record of the early days of aviation as well as of the General's imaginative ideas and dynamic career. Of particular interest among the unpublished writings are the typescripts of books on Alaska

as the key to the air defense of the United States, the Pacific as the probable scene of the Second World War, and aviation in World War I (a history). These works, with illustrations, are accompanied by the war and administrative diaries, inspection reports, and voluminous eye-witness notes on which they were based. Other historic documents not hitherto accessible are included in the collection: typewritten transcripts of General Mitchell's testimony at various times before numerous Committees of Congress, many portions of which do not appear in the published record; materials relating to the court-martial of 1925-26 which resulted in General Mitchell's resignation from the military service; correspondence at that time and prior thereto with Members of Congress, especially the then chairman of the House Military Affairs Committee, John J. McSwain; letters (1934-1935) from important persons throughout the country endorsing General Mitchell for appointment as Assistant Secretary of War for Air; and finally an interesting series of communications in 1932 and 1933 with Franklin D. Roosevelt, whose candidacy for the presidency General Mitchell strongly supported.

The main body of the personal papers of Albert J. Beveridge, United States Senator from 1899 to 1911 and author of biographies of John Marshall and Abraham Lincoln, has recently been presented to the Library of Congress by Mrs. Beveridge. Senator Beveridge's office files and the papers he accumulated in connection with his biographical studies have been in the Library for some years. The newly received papers cover the years 1890 to 1927 and many of them reflect the Senator's activities as an "insurgent" in Congress and as a leader in the Progressive Party that nominated Theodore Roosevelt for the presidency in 1912.

The papers of Judge Ben Lindsey, whose concern with the problems of juvenile delinquency made him a nationally known figure in the first four decades of the present century, have been presented to the Library by Mrs. Lindsey. They are concerned mainly with Judge Lindsey's contributions to the development of the juvenile court system and his services as a Superior Court judge in Denver and later as a Superior Court judge in California.

UNITED NATIONS

The Archives Section of the United Nations reports that its holdings are increasing at an accelerated pace as a result of the growth of the organization and the transferring of several important accessions from other agencies. A systematic disposal program is being vigorously applied, but the rapid growth in holdings is expected to continue for some time. Among the most valuable collections now held in the archives are the UNRRA photographic records and the sound recordings of United Nations meetings. Acquisitions during the past year include portions of the Registry files of the former League of Nations, documents of the Nürnberg War Crimes Commission trials, and UNRRA personnel records. The bulk of the UNRRA records remain in Washington, where they are being prepared by a United Nations staff for shipment to the Archives Section at the end of 1949. Arrangements have been

completed for the accessioning of the records of the United Nations War Crimes Commission, and the first shipment is on its way from London.

FOREIGN NEWS

Canada

The Rockefeller Foundation has voted an appropriation of \$100,000 to McGill University in Montreal to be used exclusively in helping former Prime Minister W. L. Mackenzie King write his memoirs. The grant will help pay for the study and preparation of the immense personal and official files accumulated during Mr. King's fifty years in office, from which he hopes to produce a book of memoirs. The conditions of the grant give Mr. King freedom to organize the work and to publish it as he sees fit.

The National Library Consultants in Canada have been named as follows:

British Columbia, Mr. Edgar S. Robinson, Vancouver Public Library
 Alberta, Mrs. Frank Conway, Edmonton
 Saskatchewan, Mr. S. R. Stephens, Moose Jaw
 Manitoba, Miss Elizabeth Dafoe, University of Manitoba Library, Winnipeg
 Ontario, Dr. William Stuart Wallace, University of Toronto Library
 Quebec, Abbé Arthur Maheur, Université Laval, Quebec
 New Brunswick, Dr. Alfred Bailey, University of New Brunswick, Fredericton
 Nova Scotia, Dr. C. L. Bennett, Dalhousie University, Halifax
 Prince Edward Island, Mr. Thane Campbell, Charlottetown

Additional members:

Mr. F. A. Hardy, Library of Parliament, Ottawa
 Dr. William K. Lamb, Public Archives, Ottawa

In the speech from the Throne at the opening of Parliament, January 26, the following paragraph appears:

"It is the view of my Ministers that there should be an examination of the activities of the Federal Government relating to radio, films, television, the encouragement of arts and sciences, research, the preservation of our national records, a National Library, museums, exhibitions, relations in these fields with international organizations, and activities generally which are designed to enrich our national life, and to increase our own consciousness of our national heritage and the knowledge of Canada abroad. For this purpose, the Government intends at an early date to establish a Royal Commission." (*The Ottawa Journal*, January 27.) The *Journal* says that Rt. Hon. Vincent Massey is to be named Chairman of this Royal Commission on Arts and Sciences.

England

Dr. Henry Guppy, C.B.E., Librarian of John Rylands Library, Manchester, died on August 4, 1948, aged 86 years. He controlled the destinies of the library for nearly fifty years and was editor of the Library's *Bulletin* for forty years.

The Times (London), January 28, carries a story as follows:

ARCHIVES OF SEVEN CENTURIES, LORD FITZWILLIAM'S OFFER

Lord Fitzwilliam and his trustees have made an offer to the Sheffield City Council

to deposit on long loan the whole of the records and papers at Wentworth Woodhouse, except those required for current needs, in the Sheffield City Library, which is recognized by the Master of the Rolls as a repository for manorial documents.

The private papers include deeds dating back to the thirteenth century, a grant of plantation in Ireland of 1622, manorial court rolls, rentals, and accounts for eight south Yorkshire manors, estate accounts, household accounts from the early seventeenth century, servants' wages books of the eighteenth century, and cellar accounts.

Large sections of these archives deal with national affairs. Among these are many volumes of the correspondence of Lord Strafford, executed in 1641, including a number of letters from Charles I. There are also a register of the officers of the royal household of James I and a parliamentary diary of his reign.

The papers of the second Marquess of Rockingham, Whig Prime Minister in 1765-66, and again in 1782, include two crates of correspondence which may prove to be of great interest to historians of Anglo-American relations. His private secretary was Edmund Burke, whose papers fill four boxes.

For a short period in 1794 and 1795 the fourth Earl Fitzwilliam was Lord Lieutenant of Ireland, and the collection contains his letters and the register of a secret correspondence between him and the Home Secretary, the Duke of Portland.

Germany

The Cultural Affairs Branch of the Education and Cultural Relations Division, Office of Military Government for Germany (U. S.), has announced the establishment of the Archives-Libraries Section, and the appointment of Dr. Lester K. Born as chief of the section. Thus for the first time since the inception of Military Government in 1945 responsibility for archives and libraries has been united. From the first days the Archives Officer of Monuments, Fine Arts, and Archives Section, OMGUS, was charged with security, reconstruction, and rehabilitation of archives, and with the security and basic rehabilitation of all library materials. The present reorganization develops this close liaison and makes for readier coördination in the general effort toward reorientation.

Dr. Born, who has been overseas continuously for more than five years, joined the United States Group Control Commission as the only archivist on the regular T/O immediately after V-E Day, and played a considerable role in the reception and safe-keeping of German records from former Reich agencies at the Ministerial Collecting Center. Here he also set up a central reference library of 70,000 volumes. In March 1946 Dr. Born succeeded Mr. S. B. Child, the Adviser on Archives and Libraries, as the senior archivist in the ETO, and remained continuously in that position until his recent transfer. In addition to carrying out his duties with respect to cultural restitution, Dr. Born has long taken an active interest in the revival of German professional and cultural life as evidenced by the meeting of archivists held at Bamberg in April 1947.

The Archives-Libraries Section will furnish technical advice to archives and libraries in the United States Zone; further the two-way exchange of professional personnel; and assist in arranging international loan exhibitions of archival and library materials. It will likewise aid in reorientation of librarians and archivists by fostering the establishment of professional schools,

meetings, associations, and journals, by restoring international contacts, and by liaison with other powers and with international cultural agencies.

India

Indian Archives, October 1947, announces the decision of the Supreme Partition Council that the original archives of the undivided Government should remain with the Government of India, while the Government of Pakistan should be given duplicate copies of those papers which might be of interest to it, provided such copies were available. As regards open files, the arrangement agreed to by the two governments is that the Government of Pakistan should be entitled to receive all papers which are considered to be of interest to it provided the Government of India did not need them for its own use.

Under the agreement reached between the two Governments full facilities are to be provided to the nominees of the Government of Pakistan for examining the indexes as well as the original records of the undivided government with a view to preparing a list of such records as might be considered of interest to the former. These lists are to be compiled in agreement with the officers nominated for the purpose by the Government of India. If any of the records mentioned in the lists are microfilmed by the Government of India in the ordinary course, one copy should be made available to the sister government free of cost. If the Government of Pakistan is able to place additional microfilming units at the disposal of the Government of India, the latter should, with the help of these units, agree to microfilm the records in which the Government of Pakistan was specially interested and to supply one copy thereof to that government free of cost. Scholars and students sponsored by the Government of one dominion should, for the next three years, have in respect of archives and records situated in the territories of the other dominion, the same facilities for reference and research as the nationals of that dominion.

Information, however, is lacking as to the principle being followed in dealing with the pre-partition archives of the Punjab, Bengal, and Assam. It is hoped that the authorities concerned should follow the lead given by the Supreme Partition Council in arriving at a decision, and will not adopt any measure that might disturb the integrity of the provincial collections.

As regards the archives of the now defunct office of the Crown Representative and its numerous agencies located within the jurisdiction of the Dominion of India, it has been decided that they should be retained with the Government of India. The central archives of that office, prior to 1880, as is well known, are already in the custody of the National Archives of India. The records after that date have been taken over by the Ministry of States, and it has been decided to transfer all papers prior to 1900 to the custody of the National Archives. As for the regional records relating to the defunct Residencies and Political Agencies, the decision of Government is that all papers prior to 1880 are to be received by the National Archives of India, the rest being retained by the offices of the Regional Commissioners and other authorities set up by the Government to conduct the affairs of the States in their relation to the Central authority. A large portion of the regional records are, how-

ever, reported to have been dispersed or destroyed before the Government of India could take over from the Crown Representative.

Another archival problem of paramount importance which needs the immediate attention of archivists is that created by the recent fusion of a large number of states with neighboring provinces or with bigger unions. No definite policy has yet been formulated regarding the future of the records of the now defunct States. It is understood that the question has already been taken up by the Indian Historical Records Commission.

COLORADO

Herbert O. Brayer has announced that through the courtesy of the Ford Foundation the State of Colorado has acquired the entire collection of William Henry Jackson original glass negatives, some 52,900 in all, taken from 1880 to 1920. Faced with the expense of shipping and packing eight tons of glass, the Historical Society developed a plan with the Library of Congress, whereby the Society acquired all the negatives pertaining to the states and territories west of the Mississippi River, and in return for assuming the packing and shipping costs of the entire collection, the Library of Congress obtained the negatives pertaining to areas east of the Mississippi and foreign countries. Funds are still lacking to house the Society's 7,000 negatives, but it was hoped that the collection would be ready for use in the spring.

ILLINOIS

The papers of Sherwood Anderson, presented to the Newberry Library nearly a year ago by Mrs. Anderson, have been catalogued and are now opened to qualified students. After the presentation of his papers to the Library, additional letters in the files of his correspondents across the country were gathered into the collection. The December 1948 issue of the *Library Bulletin* is a Sherwood Anderson Memorial Number, and in addition to memories of the man, and critical estimates of his work, there appear a description of the papers and a bibliography of his writings.

The Associated Press announced in December that "all that is left of the \$1,000,000,000 empire of Samuel Insull has become just a lot of scrap." Federal Judge Michael L. Igoe ordered two tons of documents of the bankrupt Insull Utility Investments, Inc., destroyed and sold as scrap paper. The documents include old bonds, canceled debentures, stock certificates, vouchers, receipts and canceled checks.

LOUISIANA

The Department of Archives of Louisiana State University has acquired several additional volumes of mercantile and other accounts, including a ledger (in English), French colonial Baton Rouge, 1748; loose pages (in English) from a ledger, Natchez, Mississippi, 1776; two additional ledgers of Nathaniel Evans, postmaster and merchant, Ft. Adams, Mississippi, 1807-08, 1811-16;

ledger (in French) of J. Laurans, Pointe Coupee Parish, 1827-36; ledger, principally of James Stokes, Catahoula Parish, 1832-39; and three daybooks from Natchitoches Parish, 1919-20. Other collections of private manuscript and public archival materials include additional documents pertaining to land grants and related matters in Louisiana and Mississippi, 1772-1840; photo-stats of 35 items in other collections pertaining to Seargent S. Prentiss of Mississippi, 1788-1851; 624 items of personal and business papers of Captain Antonio Patrick Walsh, soldier, trader, and later planter of West Feliciana Parish, 1789-1826; 47 items, chiefly legal documents, of the Carnatz family prominent in educational and eleemosynary work in New Orleans, 1807-66; 190 items and 3 volumes of additional judicial records of Natchitoches Parish, 1809-1903; 45 items of business and legal papers of Zacharias Taliaferro, owner of a sawmill in Catahoula Parish, and personal letters to James G. Taliaferro, a student at Transylvania University, 1814-67; typescript of a diary of Dr. R. F. McGuire, Ouachita Parish, 1818-52; 209 items of business correspondence of the T. Smith and Company, manufacturers and wholesale dealers in saddlery of Hartford, Connecticut, from their branch store in New Orleans and others, 1834-50; microfilm copy of a plantation diary-account book of William F. Moreland of LaGrange, Georgia, and Macon County, Alabama, 1834-49, 1861-67, and typescript of his diary, in two volumes, of a trip from Macon County to Texas, via New Orleans, 1850; typescripts of 34 letters of William B. Lenoir, a postmaster in Roane County, Tennessee, from relatives in Tennessee and Missouri, 1834-44; 315 items and 2 volumes of historical notes and research materials (1704-1848) of Henry Remy, Louisiana historian, gathered in the period *ca.* 1840-48; journal and fee book of an attorney, Caldwell Parish, 1845-55; four additional volumes of the William T. Johnson family, free Negroes of Natchez, Mississippi, consisting of two diary-cashbooks of William Johnson, 1846-48, and a diary and a copy-book of poems of a daughter, 1864-74; plantation diary of H. M. Seale, manager of Houmas Plantation, Ascension Parish, 1853-57; diary of John Hageman on a trip from Ohio through Indiana, Illinois, Iowa, and Missouri, chiefly as a solicitor of subscriptions to the *Crusader*, a religious periodical, 1857; microfilm copy of a war diary of Sergeant Ezekiel Armstrong, 17th Mississippi Regiment, C.S.A., of service principally in Virginia, May 28-December 10, 1862; a manuscript list of officers and employees in the office of the Provost Marshal, Richmond, Virginia, 1864; and 14 items and 11 volumes of materials of the Louisiana United Confederate Veterans and the Confederate States Cavalry Association, 1889-1910.

MARYLAND

During the session of the Maryland General Assembly which adjourned April 1, three laws were passed governing the care of records in the State of Maryland. House Bill No. 1 provided for the abandonment of the old system, which required each Clerk of the county court to prepare an abstract of every deed, mortgage and release recorded in his office. These abstracts were sent

every year to the office of the Land Commissioner, which is located in the Hall of Records building in Annapolis. The new plan will require that a microfilm copy of the recorded instrument be prepared and sent to the same office.

House Bill No. 107 provided for the destruction of records in various State agencies after they have been microfilmed under the supervision of the Archivist of the Hall of Records. The third bill, House Bill No. 684, provided for the scheduling of the disposal of administrative records, including county records, and also defined the meaning of "records" in so far as this Act was concerned.

The Register of Wills of Prince George's County has transferred recorded probate records (1695 to 1788) to the Hall of Records. As part of the celebration of the 300th anniversary of Annapolis, May 22-27, 1949, the Hall of Records exhibited 17th century material loaned by the John Work Garrett Library in Baltimore.

Records dating back to 1690 were uncovered at Prince George's County Courthouse, Upper Marlboro, when W. Waverly Webb, clerk to the Circuit Court, reshuffled his files as part of a general courthouse cleaning. Among the hundreds of documents found in dusty folder files are many bills of manumission. One of the forgotten documents is a reply by Francis Scott Key to a bill of complaint made against him by one Philemon Chew.

MICHIGAN

About one thousand items relating to the prominent Michigan statesman, Lewis Cass, have been given to the William L. Clements Library, University of Michigan, by Mr. Lewis Cass Ledyard of New York. They cover the years of Cass's career as a general in the Army of the United States, fighting Indians in the Northwest, as governor of the Michigan Territory, as Secretary of War under Andrew Jackson, as envoy extraordinary to France, as Michigan Senator and Democratic presidential candidate, and as Secretary of State under Buchanan. There are a number of notable single pieces in the lot, including speeches to the Indians signed by Thomas Jefferson, a contemporary copy of the Treaty of Greeneville, and a letter from Edgar Allan Poe.

One hundred and fifty letters and documents signed by members of the Continental Congress and the First Federal Congress have been given the Library by Clements Library Associate, Dr. Joseph E. Fields of Chicago.

MINNESOTA

A proposed increase in the appropriation for the Minnesota Archives Commission to provide for a full-time archivist and the beginning of a program of archival storage was deleted from the appropriation bill passed by the 1949 legislature. The work of the Commission therefore will continue along its present lines. Up to this time the Archives Commission has been concerned chiefly with the disposal of useless papers and with microfilming records from the office of the State Auditor. Although much of the work of the Commis-

sion during its first two years has been exploratory, it has an impressive record of accomplishment. Over 17,500 cubic feet of useless records have been cleared from state files and sold as waste paper and over a million papers have been microfilmed. Beginning in October, questionnaires were mailed to all forty-eight State Auditors, and the replies used to prepare a survey of policies in other states pertaining to the preservation of claims and bills incurred by each state as well as the checks, warrants, and similar instruments involved in payment. There seems to be great diversity in both opinion and practice.

MISSOURI

The City of Independence voted in 1946 to establish a museum and the City Council resolved in that year to approve an adequate building to house mementoes of President Harry S. Truman. Now individuals in the community are seeking support from various organizations and societies for a Truman Foundation "to promote better education for American youth, to establish a library at Independence, and to promote the idea of world peace."

The Western Historical Manuscripts Collection of the University of Missouri has recently acquired the Parole Mining Record Books, approximately 1836-1903, records of a lead mine and the accompanying store in Palmer, Missouri, near Potosi; the Corbey Family Records, deeds, letters, and record books of a pioneer St. Joseph, Missouri family; the papers of Dr. Shepard, a geologist and instructor at Drury College, Springfield, Missouri; minutes of the Baptist Church at Zoar, Mo., 1867-1886; Branson Town Company Records, papers of a company set up to build the town of Branson, Missouri, 1903-1930's; some accounts, correspondence, and church papers, 1832-1857, of James Shannon, the third president of Missouri University; and the Walker Family Papers, 1782-1883, wills, correspondence and legal documents of a pioneer family in New Madrid County, Missouri.

NEW JERSEY

Mr. Sidney Goldmann, former head of the Bureau of Archives and History, New Jersey Division of the State Library, Archives and History, resigned his position in March 1949. A lawyer by profession, Mr. Goldman has accepted an appointment as Standing Master of the New Jersey Superior Court. No successor has been appointed and for the present, Roger H. McDonough, State Librarian, is carrying on the archives functions in addition to his other duties.

The New Jersey Bureau of Archives and History has been given the responsibility of setting up a coördinated microfilming program for the State. A planetary camera is being used for a major project of microfilming the vital statistics records in the Health Department. Automatic type machines are being used on several large accumulations of other departmental records. Work has begun on microfilming over 7,000,000 checks in the Treasury Department, and approximately 8,000,000 motor vehicle records in the Law Department.

NEW YORK

Chancellor Harry Woodburn Chase of New York University has announced the receipt of a grant of \$35,000 from The Rockefeller Foundation for a study of problems dealing with the preservation of business records, to be undertaken by the National Records Management Council during the year beginning February 1, 1949. The Rockefeller Grant, according to Dr. Thomas C. Cochran, professor of history at the University's Graduate School of Business Administration and president of the National Records Management Council, will be used by the Council to provide more effective records management programs in business, to provide experienced counsel and training to that end, and to assist in the establishment of company archives.

The following sections of the new Education Law, passed by the last session of the Legislature, are of interest to archivists:

Section 142. . . . The officers of any county, city, town or village or other political division of the state of any institution or society created under any law of the state may transfer to the regents records, books, pamphlets, manuscripts, archives, maps, papers and other documents which are not in general use, and it shall be the duty of the regents to receive the same and to provide for their custody and preservation.

Section 144. In construing the provisions of this chapter and other statutes, the words "public records" shall, unless a contrary intention clearly appears, mean any written or printed book or paper, or map, which is the property of the state, or of any county, city, town or village or part thereof, and in or on which any entry has been made or is required to be made by law, or which any officer or employee of the state or of a county, city, town or village has received or is required to receive for filing. All public records inscribed by public officials, other than maps, shall be entered or recorded in durable ink on linen paper durably made and well finished.

Section 147. No officer of the state or of any county, city, town or village or other political division of the state, or of any institution or society created under any law of the state, shall destroy, sell or otherwise dispose of any public record, original or copies, or of any archive, in his care or custody or under his control, and which are no longer in current use, without first having advised the commissioner of education of their nature and obtain his consent.

Unusual publicity attended the visit of the New York State's Freedom Train to Amsterdam, New York. The *Amsterdam Evening Recorder*, February 2, devoted an entire page to a description of the Train and its contents and the following appreciation of the work of Edward J. Sheehan, Montgomery County Historian and Archivist:

The department (of archives), created by resolution of July 10, 1934, is the outgrowth of a WPA project during the depression years when surplus labor was put at work transcribing old documents and binding them into well-ordered volumes. Directing the project was Edward J. Sheehan, who was later named to head the newly-created department of the county and has continued in this position since that time.

Members of the Board of Supervisors were aware of the value of the documents and also of the fact that Montgomery County had no systematized procedure for preserving records after they had outlived usefulness in the departments of their origin. The third floor of the Old Courthouse at Fonda was designated for the archives and Director Sheehan and an assistant continued the work started by the WPA group.

Volumes available now include more than 100 volumes of church records, 150 vol-

umes of early township meetings, each town board proceedings complete but Minden whose records were lost in a fire of the 1840's. Many village records have also been transcribed and the originals stored.

Valuable are the early court records of Tryon County and proceedings of the Board of Supervisors back to 1784 when the name was changed to Montgomery County. Filed, too, are the records of the Court of Common Pleas which became the County Court in 1848.

Sessions Laws of New York State are available from 1784, many of them original publications, also more than 60,000 documents relating to the county in its earlier days.

When it became known that records of this type were being collected officially, many contributions were received. Some came from attics where they had lain forgotten for generations, and others from families that had preserved valuable papers and books in the hope that the day would come when they might be turned over to proper authorities.

OHIO

The family of Dr. George W. Crile has presented to the Western Reserve Historical Society, of Cleveland, a large collection of his private papers. Amounting to about a ton in bulk, the collection includes letters, personal memorabilia, Spanish-American and World War I service diaries, and photographs. It contains ample material for a number of writing projects, including a biography of Dr. Crile, a history of the Lakeside Base Hospital Unit, the story of the Cleveland Clinic, and the Clinic disaster.

New additions to the manuscript collections of the Ohio State Archaeological and Historical Society during 1949 include the following: James A. Garfield, letter to Charles W. Hill, Adj. Gen. of Ohio, from Duke, Mississippi, June 9, 1862; Joshua R. Giddings, letter to John Crowell, Warren, Ohio, from Washington, D. C., Dec. 13, 1838; Ulysses S. Grant, autograph album of Grant, his Cabinet and Congress, 1872; Warren G. Harding, speech on Republican policies, Fall, 1910, 12 holograph pages; William H. Taft, five letters and three speeches, 1920's; War Pole (Indian Chief), speech in relation to the Road for Senecas and Wyandots, and covering letter from Indian agent, John Johnston, Upper Sandusky, Sept. 1820; Wyandot Indians, papers concerning attempted treaty with the U. S. at Upper Sandusky, Sept.-Oct. 1834, 32 pieces.

OKLAHOMA

The Archivist of the University of Oklahoma reports continued progress in the assembly of the non-current records of various operating units of the University and of campus organizations. The program for the location and acquisition of manuscript materials in the hands of private holders over the State is also gaining momentum following the awarding of fellowships for summer field work to Professors Gilbert C. Fite and W. E. Hallon. A brief grant under the archival program of the University is enabling Mr. Don Whistler, principal chief of the Sac and Fox tribe, to travel over the State and make recordings of Indian chants and songs from "oldtimers" too infirm or otherwise unable to appear in person on his radio program over the University sta-

tion. A survey of the resources of the National Archives relating to Oklahoma has been undertaken by Mr. Lewis K. Demand.

OREGON

The Legislature, which adjourned April 16, 1949, passed four laws of interest to archivists. House Bill 184 amended the law authorizing the use of microphotography, photocopies, and films by public officers. To facilitate the use of microphotography, the amendment deems a roll of film to constitute a book or volume, since many laws require records to be "kept in a book for that purpose." The same amendment further requires the filing of a duplicate film copy in a separate place. House Bill 171 authorizes the method for the destruction of court stenographic notes and exhibits in circuit court cases. Senate Bills 82 and 84 relate to the admissibility in evidence of microphotographs, photostats, and photographic reproductions of the records of a business, provided that it is the practice of such business to make and keep their records in such form. This law extends to filmed business records the same recognition as evidence as is already recognized by statute for public records.

As part of its inservice training program for all state employees, the Oregon State Civil Service Commission sponsors a class in government filing under David C. Duniway, Oregon State Archivist. Forty-two persons have completed the course, and twenty-six persons are registered for a second class now in progress. The course includes a discussion of the history of filing, the mail and its processing, file procedures, subject and case filing, indexing, microfilming, technical equipment and the storage and disposition of records. The course is completed with demonstrations of their equipment by Recordak, Remington Rand, and I.B.M.

The Oregon State Archives announces the receipt of its first major accession of county records from Marion County. Included are Sheriff's tax rolls, 1857-1925; records of voters, 1900-1914; court exhibits and testimony; and various smaller items from the County Clerk's Office. Duplicate tax rolls from the office of the Tax Assessor were also received, and those which are matched by the Sheriff's copies are to be transferred to the Oregon Historical Society. After 1890 sample tax rolls have been selected for preservation, those for each five years beginning with 1893 being transferred to the Historical Society and for each five years beginning with 1895 being retained by the Archives. Similarly, voters' registration books for 1900, 1902, 1904, 1906, 1910, and 1912, which are duplicated by voters' registers are to be transferred to the Historical Society. At the same time that records were transferred to the Archives, a program for the destruction of county records, no longer of value, was begun in Marion County, and a similar program is under way in Lane County.

Recent accessions of state records at the Oregon State Archives include a major portion of the closed case files of the World War Veterans' State Aid Commission, 1921-1944, applications for loans and bonus payments, and the general correspondence files of the administrator. Dealing with recent history

are the files received from various committees of the 1949 Oregon State Legislative Assembly which adjourned April 16, 1949. Under provisions of the law establishing the State Archives, whereby copies of important records may be filed with the State Archivist for insurance purposes, the Industrial Accident Commission filed some 2,397 reels of microfilm covering closed cases before the Commission and its general correspondence.

PENNSYLVANIA

Two bills of particular interest to archivists and historians were introduced in the 1949 session of the General Assembly. One would authorize the Pennsylvania Historical and Museum Commission, in cooperation with the Pennsylvania Federation of Historical Societies and other historical organizations, to prepare and publish materials on state and local history for the use of the schools and the public, to gather source materials for that purpose, to loan microfilms to historical societies, and to encourage and assist writing and research on Pennsylvania history. The other bill would establish an advisory committee under the Commission to make plans for a multi-volume history of Pennsylvania and to advise in the collection of materials for that purpose. Other proposed legislation would authorize the protection of county and municipal records by microfilming and would authorize the Public Records Division of the Commission to participate in such microfilming.

A survey of the source materials for Pennsylvania history in the Huntington Library and Art Gallery, the Colorado State Archives, and the Oregon Historical Society was made during January by S. K. Stevens and Donald H. Kent. Through the cooperation of the Canadian Library Association the Pennsylvania Historical and Museum Commission has received the microfilms of the Pennsylvania materials selected last spring in the Public Archives of Canada. The letters and documents thus brought on film to Harrisburg cover many aspects of the state's history. The papers of Daniel Claus, British Indian agent, relate to many frontier developments, and include many items on Alexander McKee and General Arthur St. Clair, whose papers captured at the time of his defeat, form part of this collection. Selections from the Minutes of the Commissioners of Indian Affairs at Albany, New York, the volumes of the Monckton Papers pertaining to his command in Pennsylvania, the naturalization records in the colonies from 1740 to 1761, and numerous transcripts also are recorded on these microfilms.

Dr. Harvey Bassler, of Myerstown, Pennsylvania, has offered his collection of Pennsylvania German books, manuscripts and paintings to the Pennsylvania-German Society, about to build a \$400,000 library on the campus of Franklin and Marshall College.

The Presbyterian Historical Society of Philadelphia describes in the December *Key* four special collections of source material on western life in America: the Sheldon Jackson correspondence; American Indian correspondence; Domestic Missions correspondence; and the John D. Shane papers. Scholarship funds have been made available for graduate students who wish to work

on projects related to this material. Inquiries concerning these and other of the Society's holdings should be addressed to Charles A. Anderson, Manager, Presbyterian Historical Society, 520 Witherspoon Building, Philadelphia 7, Pa.

The Division of Public Records of the Pennsylvania Historical and Museum Commission reports increasing activities. Two new Junior Archivists have been appointed: Martha B. Curtis, of Meadville, and LeRoy DePuy, of Lancaster. William A. Hunter, of Mercer, formerly on the staff of the State Historian, has transferred as a Senior Archivist. The program for disposing of useless files in the departments is growing, and a small publication, *A Guide to the Published Archives of Pennsylvania*, is now with the printer.

In the summer of 1946, the Library of the Pennsylvania State College received some 20,000 pieces of personal correspondence relating to the life of James Addams Beaver, Governor of Pennsylvania from 1887 to 1891. This collection has been repaired, organized and indexed, and the papers are now available for use by scholars.

The Beaver Manuscripts consist almost entirely of letters sent to Mr. Beaver. They are divided into eleven sections, as follows:

1. Campaign for Governorship, 1881-1882	700 pieces
2. Campaign for Governorship, 1885-1886	500 pieces
3. Patronage requests and election comment, 1886	500 pieces
4. Cabinet appointments, 1886	300 pieces
5. Governor's Correspondence, 1887-1891	9000 pieces
6. General Correspondence, 1891-1911	2000 pieces
7. Business Correspondence, 1867-1912	5000 pieces
8. Pennsylvania State College, 1891-1912	500 pieces
9. Curtin Memorial Monument, 1903-1907	300 pieces
10. State Hospital, Warren, Pennsylvania	400 pieces
11. Miscellaneous papers, 1855-1914	300 pieces

The papers are organized within each section. The Library has prepared a narrative description of the contents of each section, and an alphabetical index of the names of all correspondents which is keyed to the collection.

The Beaver papers help to fill a gap in the source materials of American history — the political history of Pennsylvania from 1870 to 1900. The manuscripts throw light on political practices and party finance from the precinct level upwards, they add details to the record of the Cameron-Quay-Penrose organization, they contain interesting material on labor, they amplify the stories of the Independent Republican and Prohibition parties, and they offer representative case material on American business enterprise of the late nineteenth century. Those interested in more detailed information regarding the contents of the Beaver papers may write to the Librarian of the Pennsylvania State College.

TENNESSEE

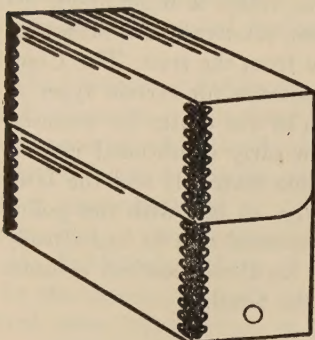
At its winter meeting in December 1948 the Tennessee Historical Commission inaugurated its policy designed to encourage and promote the collection of manuscript material bearing on the state's history by purchasing the Cherokee

Papers from Mrs. Penelope J. Allen of Chattanooga. These papers, sought by collectors from outside the state for several years, relate to negotiations between Tennessee and the Cherokee chief, John Ross, relative to the properties of that tribe just prior to the Cherokees' departure from the state. The Commission also designated certain institutions as depositories for certain types of material. For example, Vanderbilt University is to be the center for material on naval history; Peabody College for material on early educational institutions; The University of Tennessee for atomic bomb material; and the University of the South for material on the Confederacy. In line with this policy the Commission's chairman, William E. Beard, announced that he had already donated his own navy collection to Vanderbilt and his three looseleaf volumes of Tennessee battle sketches to the University of the South.

VIRGINIA

In a February ruling, Attorney General J. Lindsay Almond, Jr., stated that the Commonwealth has a clear title to public records which, due to wars, greed, and carelessness, have been dispersed among libraries and private collections in Virginia and other States. In an opinion furnished Governor Tuck and State Librarian Randolph W. Church, Mr. Almond said that holders of such documents might claim compensations for recovering and preserving them during the period in which they have been out of State custody, but that ownership legally is with the Commonwealth. The Attorney General suggested that Mr. Church contact in person the institutions and individuals known to hold the public records, explain the situation and, if possible, regain possession by direct negotiation rather than by a written demand for the papers. The records in question include county records, letters, State records believed stolen by Benedict Arnold's British column when it occupied Richmond, and numerous papers picked up by Federal soldiers during the Civil War.

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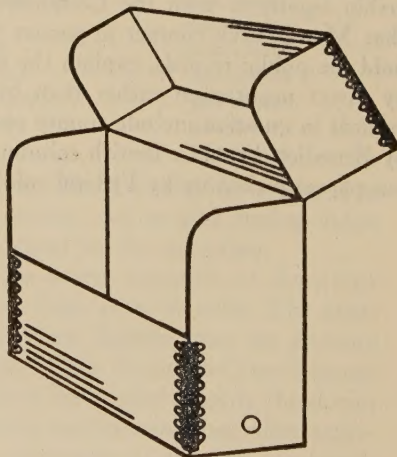
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